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ABSTRACT

An evaluation of the current status of foreign language and international studies in the United States was undertaken by a President's Commission appointed for the task. The Commission concluded that such studies are being more and more neglected, to the detriment of the economic and security interests of the United States. The bulk of this report offers recommendations for funding, policy, and program planning which focus on the following areas of concern: (1) initiatives for establishing a high nationwide priority for foreign language and international education, (2) foreign language instruction in the primary and secondary grades (including teacher training needs), (3) university programs in both teaching and research, (4) international educational exchange, (5) citizen education in international affairs, (6) business and labor needs abroad, and (7) improvements in organization within and outside government. A prospectus is presented for a National Commission on Foreign Language and International Studies. Appendices provide details about the organization of the President's Commission, as well as a tabulation of budget implications of Commission recommendations. (JB)

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STRENGTH THROUGH WISDOM
A Critique of U.S. Capability

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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A Report to the President from the
President's Commission on Foreign
Language and International Studies

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The President
The White House
Washington, D.C. 20500

Dear Mr. President:

Your Commission on Foreign Language and International Studies has completed its assignment and, with a sense of great urgency, presents the report of its findings. We have discovered and documented weaknesses in the area of our inquiry which, in our view, pose threats to America's security and economic viability.

The Commission's report explains why competence in foreign languages and international understanding is important to all Americans; it identifies the points of greatest weakness; and it presents carefully considered recommendations for remedial action.

Effective leadership in international affairs, both in government and in the private sector, requires well-trained and experienced experts. And in a democratic society like ours, leadership is paralyzed without a well-informed public that embraces all our citizens. But the hard and brutal fact is that our programs and institutions for education and training for foreign language and international understanding are both currently inadequate and actually falling further behind. This growing deficiency must be corrected if we are to secure our national objectives as we enter the twenty-first century.

Your Commission has worked diligently since our first meeting in October of 1978. We have held five meetings of the Commission in Washington, D.C. and New York City and regional public hearings in Chicago, San Francisco and Monterey, Houston, Raleigh, Boston and Honolulu. We have received over one thousand formal presentations, have given a great many speeches, have answered innumerable questions, and have published two bulletins to respond to professional and public interest and to keep the public informed of progress.

The Commission's activities have stimulated an increasing interest in improving our prospects for real competence in foreign languages and improved understanding of the world outside our borders -- an interest that ranges from our school districts to leading legislators and key members of your own Cabinet and staff. The country is ready to receive the Commission's recommendations and, with your leadership, to act on them.

On behalf of the Commission,

Yours sincerely,

James A. Perkins
Chairman of the Commission

Table of Contents

Page

Letter to the President

Introduction 1-11

Summary of Commission Recommendations 12-27

Chapter I
Improving Foreign Language Competence at all Levels: No Longer Foreign, No Longer Alien 28-47

Chapter II
Kindergarten through Twelfth Grade: Educating America's Children for the Twenty-first Century 48-66

Chapter III
College and University Programs: The Needs in Undergraduate and Advanced Studies 67-100

Chapter IV
Advancing International Research and Teaching through Academic and Scholarly Exchanges 101-111

Chapter V
Toward an Informed Electorate: Citizen Education in International Affairs 112-124

Chapter VI
Business and Labor Needs Abroad: Toward Greater Effectiveness and Sophistication 125-133

Improvements in Organization: Inside Government and Outside 134-138

Prospectus for a National Commission on Foreign Language and International Studies 139-141

Glossary 142-143

Budget Implications 144-146

Executive Order 147

Commission Members 148-150

Commission Meetings and Hearings 151

Commission Staff, Consultants and Projects 152-154

Dissenting View from Congresswoman Millicent Fenwick, Commission Member

Introduction

The final act of the Helsinki Accords commits the signatory states "to encourage the study of foreign language and civilization as an important means of expanding communication among peoples." To help realize this goal, the President's Commission has devoted a year to an intensive evaluation of the state of foreign language and international studies and their impact on the nation's internal and external strength. We are profoundly alarmed by what we have found: a serious deterioration in this country's language and research capacity, at a time when an increasingly hazardous international military, political and economic environment is making unprecedented demands on America's resources, intellectual capacity and public sensitivity.

The problem extends from our elementary schools, where instruction in foreign languages and cultures has virtually disappeared, to the threatened imminent loss of some of the world's leading centers for advanced training and research on foreign areas. Such specific educational neglect, moreover, is reflected in public uncertainty about the relationship between American interests and goals and those of other peoples and other cultures.

Nothing less is at issue than the nation's security. At a time when the resurgent forces of nationalism and of ethnic and linguistic consciousness so directly affect global realities, the United States requires far more reliable capacities to communicate with its allies, analyze the behavior of potential adversaries, and earn the trust and the sympathies of the uncommitted. Yet, there is a widening gap between these needs and the American competence to understand and deal successfully with other peoples in a world in flux.

National security moreover cannot safely be defined and protected within the narrow framework of defense, diplomacy and economics. A nation's welfare depends in large measure on the intellectual and psychological strengths that are derived from perceptive visions of the world beyond its own boundaries. On a planet shrunken by the technology of instant communications, there is little safety behind a Maginot Line of scientific and scholarly isolationism. In our schools and colleges as well as in our public media of communications, and in the everyday dialogue within our communities, the situation cries out for a better comprehension of our place and our potential in a world that, though it still expects much from America, no longer takes American supremacy for granted. Nor, the Commission believes, do this country's children and youths, and it is for them, and their understanding of their own society, that an international perspective is indispensable. Such a perspective is lacking in most educational programs now.

The problem is serious and complex. Yet, unlike many other public issues confronting the nation, solutions are within reach. On the basis of its study, the Commission has set forth a number of recommendations which it believes to be realistic, modest in scope, and entirely practical. We are persuaded that imaginative action, backed by a moderate investment of funds at the federal, state and local levels, and by the private sector, will yield results well beyond the sacrifices involved. The total immediate expenditure of new federal funds believed by the Commission to be required to reverse a dangerous trend is $180 million.

Beyond the call for funds, the Commission urges a mobilization of ideas and will. It calls on the nation's citizens as well as its leaders. The Commission believes that this is the time for the country's leadership, headed by the President himself, to set an agenda for action in these areas of national need.

We arrived at these conclusions after painstaking examination of the evidence and on the basis of extensive expert testimony from the fields of education, business and labor, industry and government, and from representative citizen groups. We were left with no room for doubt that America's position in the world has changed radically over the last quarter century. Powerful competitors challenge our military and economic position, while the revolution of rising expectations in the Third World exerts new pressures and makes new demands on us. Nuclear monopoly has given way to nuclear proliferation. The United States is no longer the only major center of scientific and technological progress. We confront a potent combination of social ideologies and national aspirations that have extensive consequences for America's domestic well-being.

The future will belong to nations that are wise as well as strong. This consideration underlines the absolute necessity to develop and maintain a first-class apparatus to enable Americans to cope with the changing world. To accomplish this, our report is addressed to federal, state, and local governments along with the many great institutions in the private sector that share responsibility for the vitality of education and research. It is addressed to the elementary and secondary schools which must lay the foundations; it is addressed to postsecondary and higher educational institutions, which produce and transmit knowledge and are charged with the training of experts; it is addressed to community programs that provide indispensable opportunities for citizens of all ages and walks of life to keep in touch with international realities; it is addressed to public and private employers whose obligation it is to make more efficient use of personnel with foreign language and international skills; and it is addressed to all public and private agencies, which must give higher priority to the support of activities that promote America's international competence.

Before turning to the substance of this report, we wish to record our deep concern over this complacent and defeatist attitude with which all too many public officials and professionals view the deficiencies that our study so amply confirms. Budget ceilings, often arbitrary in the first place, are used instead of true yardsticks of national requirements in determining enrollments, employment policies and the capabilities of research facilities. Low and declining enrollments in foreign language and other international courses are, in turn, cited as justification for reduced funding. Faulty assessments - based on past rather than present and future needs - lead managers in government and private enterprises to underestimate the real need for expertise in those areas. The damage to America's competitive edge in international commerce and our repeated unpreparedness for events overseas that might have been anticipated, or met more effectively by more extensive research, illustrate the risks inherent in such penny-wise and pound-foolish attitudes.

Americans' incompetence in foreign languages is nothing short of scandalous, and it is becoming worse. Historically, to be sure, America's continental position between vast oceans was a basis for linguistic as well as political isolation, but rocketry as well as communications satellites render such a moat mentality obsolete. While the use of English as a major international language of business, diplomacy and science should be welcomed as a tool for understanding across national boundaries, this cannot be safely considered a substitute for direct communications in the many areas and on innumerable occasions when knowledge of English cannot be expected. The fact remains that the overwhelming majority of the world's population neither understands nor speaks English, and for most of those who learn English as a foreign language, it remains precisely that. Our vital interests are impaired by the fatuous notion that our competence in other languages is irrelevant. Indeed, it is precisely because of this nation's responsibilities and opportunities as a major power and as a symbol of ideals to which many of the world's people aspire that foreign languages, as a key to unlock the mysteries of other customs and cultures, can no longer be viewed as an educational or civic luxury.

The President's Commission believes that our lack of foreign language competence diminishes our capabilities in diplomacy, in foreign trade, and in citizen comprehension of the world in which we live and compete. Americans' unwillingness to learn foreign languages is often viewed by others, not without cause, as arrogance. The melting-pot tradition that denigrates immigrants' maintenance of their skill to speak their native tongue still lingers, and this unfortunately causes linguistic minorities at home to be ignored as a potential asset. (While recommendations on the essentially domestic aspects of bilingualism are not within the Commission's assignment, we do emphasize that a comprehensive language policy ought to recognize this important national resource.)

The Commission's concern about the state of language study in the United States is readily illustrated by the following facts:

-- Only 15 per cent of American high school students now study a foreign language -- down from 24 per cent in 1965. The decline continues.

-- Only one out of 20 public high school students studies French, German, or Russian beyond the second year. (Four years is considered a minimum prerequisite for useable language competence.)

-- Only 8 per cent of American colleges and universities now require a foreign language for admission, compared with 34 per cent in 1966.

-- It is estimated that there are 10,000 English-speaking Japanese business representatives on assignment in the United States. There are fewer than 900 American counterparts in Japan -- and only a handful of those have a working knowledge of Japanese.

-- The foreign affairs agencies of the U.S. government are deeply concerned that declining foreign language enrollments in our schools and colleges will lower the quality of new recruits for their services and increase language training costs, already at a level of $100 million in 1978.

Americans' scandalous incompetence in foreign languages also explains our dangerously inadequate understanding of world affairs. Our schools graduate a large majority of students whose knowledge and vision stops at the American shoreline, whose approach to international affairs is provincial, and whose heads have been filled with astonishing misinformation. In a recent published study of schoolchildren's knowledge and perceptions of other nations and peoples, over 40 per cent of the 12th graders could not locate Egypt correctly, while over 20 per cent were equally ignorant about the whereabouts of France or China. At the college level, an American Council on Education study reported that at most only 5 per cent of prospective teachers take any course relating to international affairs or foreign peoples and cultures as part of their professional preparation. A 1977 Gallup Poll furthermore showed that those who graduate from an educational system so glaringly deficient in this vital area carry their ignorance with them into their adult lives: over half of the general public was unaware that the United States must import part of its petroleum supplies. All of this underscores that, crucial to any improvement of an intolerable situation, there is an urgent need for better-trained teachers and for extensive retraining of those already serving in the nation's classrooms, particularly in view of widespread expert agreement that the decline in foreign language enrollments is in large measure a response to poor instruction.

At the advanced training and research level, the nation's network of institutions and programs -- area centers, programs on international problems, schools for advanced studies, libraries, overseas research facilities, and senior research exchange programs -- suffer unremitting financial pressure. Some are in danger of imminent collapse. Although never fully adequate to growing national demands, this network of expertise was built by foundations, the government, and the universities themselves in a period of great scholarly advances after World War II. But this indispensable network is unlikely to survive, let alone maintain its quality, unless the federal government and the universities recognize their responsibility to respond to the financial crisis, aggravated by inflation, created by the foundations' retreat from this area of support. The Ford Foundation, for example, which provided about $27 million annually between 1960 and 1967 for advanced training and research in international affairs and foreign areas, now contributes only $3-4 million a year for similar purposes. At the same time, federal support for area centers and the Fulbright exchange program has been cut in half by a decade of inflation, and federally-financed foreign language and area fellowships declined from a peak of 2,557 in 1969 to 828 in 1978. Federal expenditures for university-based foreign affairs research declined from $20.3 million to $8.5 million, or 58 per cent in constant dollars.

Our resources, then, are plainly inadequate to current needs, and in the absence of decisive action the gap will continue to grow. Nevertheless, we begin our task of rebuilding in the knowledge that some important assets stand ready to make the task feasible and the goals set by this Commission attainable. Some of these assets, which are too often overlooked, can be summarized as follows:

-- The strong tradition of family and community involvement in a highly decentralized public school system -- some 16,000 districts in 50 states -- provides many avenues of support for reform action.

-- Undergraduate education, the focal point for liberal arts and pre-professional studies, is in the process of redefinition and reform. At least a few colleges are giving serious attention to foreign languages and international studies as essential ingredients of a liberal education.

-- The United States is blessed with a largely untapped resource of talent in the form of racial and ethnic minorities who, by being brought into the mainstream of educational and employment opportunities in the areas of foreign language and international studies, can be expected to make rapid, new and valuable contributions to America's capacity to deal persuasively and effectively with the world outside its borders. The Commission underscores its expectation that the importance of this asset will be taken into account in the implementation of all recommendations pertinent to this aspect of underutilized talent.

-- While many of the centers of advanced training and research are in serious trouble, and some have already collapsed under fiscal pressure, an essential core of high-quality programs remains in place and can serve as the foundation for the rehabilitation and expansion of the national effort.

The Commission's recommendations are intended to initiate the actions required to reverse a dangerous downward drift in American foreign language and international studies competence. These recommendations derive from the recognition of carefully pin-pointed deficiencies but they are broadly aimed at a wide range of persons and institutions. They cannot succeed unless it is understood that corrective action must be the concern of all levels of the educational system, from kindergarten through graduate training and research. They must be the concern of the private foundations, of business and labor, of the media, of the local communities, of professionals and volunteers alike. And of course, they are the concern of federal and state governments.

Some remedies must be applied quickly if further serious losses of dwindling resources are to be avoided; others need to be phased in over a period of years, and can be expected to yield results over the long term. But all are urgently needed, and the time to begin cannot be put off without serious consequences to American influence abroad and decision-making at home.

In framing our recommendations we have tried to document the seriousness of the issues, without being strident; to be comprehensive, yet sharply focused on the most essential steps; and to strike a balance between the ideal and the practical, between what ought to be and what must be done without fail. The Commission believes that its recommendations taken as a whole constitute a coherent program addressed to the solution of fundamental problems confronting the nation.

PRINCIPAL RECOMMENDATIONS OF THE COMMISSION

I. Foreign Language

A. 20 regional centers, funded by the U.S. Department of Education, should reinvestigate and upgrade the foreign language and teaching competences of foreign language teachers at all levels. The regional centers should be organized as part of the international studies centers recommended for higher education.

B. 20-30 Department of Education funded summer institutes should be offered abroad annually with objectives similar to those of the regional centers but to include advanced students and teachers of subjects other than foreign language, and to give special attention to the less commonly taught languages.

C. Schools, colleges and universities should reinstate foreign language requirements.

D. The Department of Education should provide incentive funding to schools and postsecondary institutions for foreign language teaching: $20 per pre-high school student in the first two years of language courses, $30 and $40 respectively per high school and college student enrolled in third and fourth year language courses, with an additional $15 per student enrolled in the less commonly taught languages.

E. The Department of Education should support Language and International Studies High Schools, 20 initially in major population centers and eventually up to 60, to serve as national models and offer intensive and advanced language and international studies in addition to regular courses, with special support to ensure minority enrollment.

F. The National Institute of Education (NIE), National Endowment for the Humanities (NEH), and Fund for the Improvement of Postsecondary Education (FUND) (as well as NDEA Title VI research programs [1]) should support pedagogical experimentation in foreign language teaching, particularly in effective methodology.

G. A National Criteria and Assessment Program, funded by NIE, should develop foreign language proficiency tests, and report on, monitor, and assess foreign language teaching in the U.S.

H. All State Departments of Education should have Foreign Language Specialists. Every state should establish an Advisory Council on Foreign Language and International Studies to advise and recommend on ways to strenthen these fields in their education systems.

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[1] NDEA Title VI refers to the National Defense Education Act, Title VI, of 1958, Foreign Studies and Language Development. Although its reauthorization in 1979 may result in its incorporation into the Higher Education Act of 1965, as a new Title VI of that Act, in this report it is referred to throughout as NDEA VI.

I. The U.S. government should achieve 100% compliance in filling positions designated as requiring foreign language proficiency, review criteria for such designation in order to strengthen the government's foreign language capability, and evaluate the career systems of foreign affairs agencies to ensure adequate career incentives for obtaining and retaining foreign language and area expertise.

II. Kindergarten through Twelfth Grade (K-12)

A. The Secretary of Education should declare foreign language and international studies a top priority and encourage their increased support through a variety of existing and new Department-funded programs in the schools.

B. The Department of Education should give major support to up to six states for comprehensive statewide model programs to integrate international studies throughout school curricula.

C. In all states the Department of Education should support an international education specialist in the state education authority to give leadership to strengthening policy and programs in international education, the states to share the cost after an initial three years.

D. The National Association of State Directors of Teacher Education and Certification, in collaboration with its 20 member organizations, should encourage the incorporation of an international education requirement in the licensing or certification of all teachers, especially in social studies, thereby encouraging schools of education to strengthen the international studies component of their curriculum.

E. Teacher professional development programs in international education should be strengthened and expanded to include all subject fields and involve summer institutes, experience abroad, and ongoing programs in school districts.

F. A major role in intercultural and language teaching should be given to America's ethnic and linguistic minorities and to foreign students and visitors to the U.S., as well as to returned Peace Corps volunteers and other Americans having extensive experience abroad.

G. Major attention is recommended for curriculum development in international studies -- to assess and disseminate existing materials and to develop new curricula, with support from NIE, NEH, and the Fund.

H. International school exchanges involving students, teachers, administrators and policy-makers should be expanded through the Department of Education and U.S. International Communication Agency (USICA)-funded programs as well as through the private sector.

I. In the media, particularly television, international education programs for young children should be increased.

J. The role of professional associations in strengthening international education in the schools should be intensified.

K. NIE and the National Science Foundation (NSF), among others, should increase their support for much-needed research on how international education can be most effectively incorporated into elementary and secondary education.

III. College and University Programs: Training and Research

A. Undergraduates should be given greater insight into foreign societies and international issues. To this end the Commission recommends: 2-3 required courses in international studies for all Bachelor's candidates (apart from the required language study mentioned earlier), strengthened undergraduate offerings in international studies; a "domestic junior year" at major international studies centers for students at institutions with limited resources in this field; the integration of international or comparative perspectives in the teaching of most undergraduate subjects; expanded opportunities for faculty to acquire or strengthen their foreign language and international skills; increased faculty and student exchanges, and an expanded institutional commitment to undergraduate international studies.

B. As part of its support for international studies the Department of Education should fund 200 undergraduate international studies programs (ISPs) at an average of $40,000 each annually for a total of $8 million per year, for one to three years depending on the scope of individual programs. The purpose should be to encourage institutions to make a lasting commitment to undergraduate international studies.

C. NIE and the Fund should give more support to the improvement of undergraduate studies in international education, including innovative ways to incorporate comparative content and perspectives in diverse curricula.

D. A system of some 65-85 national centers for advanced international training and research should be funded by the Department of Education at an average of $250,000 annually for five year periods: 45-55 to focus on major world regions among which global coverage should be ensured; and an additional 20-30 to focus on major world issues such as international security affairs or food. These centers should serve as a resource to sustain and strengthen international studies nationally, especially but not only at the postsecondary level, by being accessible to qualified faculty and scholars from other institutions and to other organizations seeking their expertise, including government, business, labor, and the media. Summer use of national centers' facilities should be a priority.

E. Forming the tripartite system including ISPs and national centers should also be a network of 60-70 regional/international studies centers at colleges and universities, geographically dispersed throughout the U.S. and funded by the Department of Education at an average of $150,000 each per year for five-year periods. These centers should encourage international studies research and teaching throughout the educational system, with summer seminars for K-12 foreign language and international studies teachers, curriculum development programs, opportunities for faculty from other community and four-year colleges and universities to upgrade their international skills through research and teaching, and programs to enable professional schools to strengthen international studies in their curricula

F. The need to add an international dimension to professional education calls for the inclusion of international studies in professional school programs through international studies curricular programs, double or joint Master's programs combining international and professional studies, and international exchanges.

G. A Department of Education-funded program of postdoctoral and graduate fellowships should complement the partial federal funding of the national and regional international studies centers with one-third of recipients free to take their fellowships to the institution of their choice.

H. Support under NDEA Title VI, Section 602, for research relating to foreign languages and international studies surveys and teaching or reference materials should be increased to $3 million annually from the present $1 million.

I. The Department of Education-funded international studies centers should be more active in international educational exchanges pertinent to their geographic and topical interests, and should be assisted in this by USICA.

J. The steeply rising costs of area studies library collections calls for more inter-library cooperation, the rapid introduction of new technologies, an expansion of the Library of Congress' National Program for Acquisitions and Cataloguing and the establishment by the Library of Congress of a National Center for Foreign Area Bibliography. National international studies centers should receive annual federal grants of an average of $50,000 each toward library costs. NEH should finance a program of 500 "mini-grants" annually at an average of $300 each to facilitate access to national centers' collections of faculty and graduate students at other institutions.

K. The approximately 30 extra-university national facilities and programs in international studies, such as the International Research and Exchanges Board (IREX) and the Universities Services Center in Hong Kong, should be funded at $5 million annually by NEH, its budget to be increased by that amount.

L. An Advisory Committee on International Education should be established to serve as a policy body on the international education programs administered by the Department of Education. This Committee should include representatives from pertinent federal agencies, business, labor, and other private sector interests in order to enlarge and strengthen the role of the international education programs in the federal government.

M. Colleges and universities should give more priority to international education programs, and should centralize the administration of these programs and place them at a high level in their institutional structures.

N. NEH, NSF, the Fulbright and other comparable programs should increase their support for university-based basic research related to foreign affairs.

O. A multi-agency Federal Council on International Research and Training should be established to monitor, advise on, and help assure sufficient funding for policy-relevant international affairs research. Funded at about $20 million per year, program administration should be entrusted to a National Committee on International Research.

P. Government-university relations should be improved in order to sustain and encourage the availability to federal agencies of the international studies expertise of colleges and universities.

IV. International Educational Exchanges

A. Within the context of increased private initiatives and support for exchanges, funding for USICA's exchange of persons activities should be increased to $60 million immediately and to $100 million by 1985.

B. Within the limits of funding, the Fulbright program should include exceptional junior and senior undergraduates and provide incentive funding to higher education institutions towards costs of establishing reciprocal undergraduate exchanges, especially in neglected world regions.

C. In expanding exchanges, USICA should consider world areas under-represented in American research and subject fields most apt to benefit from increased international perspectives.

D. USICA/ECA (Educational and Cultural Affairs Directorate) should have increased support to enable U.S. cultural staff abroad to assist more with exchanges.

E. USICA/ECA should move more rapidly to implement its presidential mandate to coordinate all U.S. government exchange programs and to serve as a focal point for private exchanges.

F. NEH should have increased funds to support the work of U.S. researchers involved in exchanges. NSF should have increased funds to give more U.S. scientists access to first-rate scientific work abroad.

G. Private foundations should enlarge their commitment and leadership in international educational exchanges.

H. Colleges and universities should encourage and support more international exchanges of students, teachers and researchers and look more to the opportunity for encouraging international perspectives offered by the presence of foreign students and other visitors from abroad.

V. Citizen Education in International Affairs

A. The media should play a stronger role in developing a more internationally informed citizenry through: encouragement by the Federal Communications Commission, collaboration between local radio and television stations and community international education groups, and federal funding to develop programs and publications. The print media should also expand their international coverage.

B. Given the commitment of community colleges to citizen education, they should receive special attention in expanded international education efforts to reach all citizens.

C. The private sector should fund a non-governmental clearinghouse to encourage community world affairs organizations and programs, and should support core funding for these organizations.

D. USICA should develop its "second mandate" to increase American learning about other nations through dissemination in the U.S. of foreign-produced information and materials, helping fund community organizations' programs, and providing information, speakers and other resources to these organizations.

E. The Department of Education should give greater priority to community and professional organizations in its support of citizen education under NDEA Title VI, Section 603, and should encourage Title VI international centers to work more with community organizations in their outreach programs.

F. The Department of State's Scholar-in-Residence program should assign more foreign service officers to work with community groups, and should make these programs two-way to include community leaders.

G. Federal agencies concerned with citizen education on world affairs should coordinate their efforts more effectively.

H. NEH, already highly supportive of citizen programs in international education, should continue to increase its support.

VI. Business and Labor Needs Abroad

A. The Department of Education should encourage international business and labor studies, undergraduate and graduate, as part of the increased federal support for international studies centers and programs recommended earlier.

B. The Departments of Education, Commerce, and Labor should establish and fund 5-10 regional centers of international business and research to encourage more business, labor and higher education cooperation in expanding American business and labor activities abroad.

C. Federally funded centers in these fields should have advisory councils which include representatives from business and labor.

D. The Small Business Administration and the Department of Commerce should support a network of Small Business Export Development Centers to assist small and medium-sized firms to develop export markets, using the international and foreign language expertise of colleges and universities.

E. Because foreign students trained in the U.S. often provide an indispensable contact in developing U.S. business relations abroad, state colleges and universities should keep tuition increases for foreign students in line with those of local American students.

F. American business and labor should give more priority to foreign language and international studies training in their staff recruitment, and should encourage colleges and universities to make such training part of their programs in business and labor studies.

G. American corporations and labor unions involved internationally should establish internships abroad for students in the business and labor fields.

H. Schools of business should make a course in international business a requirement for undergraduate and graduate degrees, and should encourage their students to study a foreign language.

I. Schools of business administration and labor relations programs should develop joint curricular programs with international studies centers.

VII. Improvements in Organization Within and Outside Government

A. The President should designate a major official as the responsible officer to be the point of contact on all matters involving foreign language and international studies, ideally as a Special Assistant to the President, or alternatively, the chairman or a senior staff member of the National Security Council or the Domestic Policy Council.

B. The position of Assistant Secretary for International Affairs should be established in the Department of Education, with line responsibility for the Department's International Programs, especially NDEA Title VI.

C. USICA should collaborate more closely with the academic community concerned with foreign affairs and with the federal office in charge of NDEA Title VI.

D. A private body, the National Commission on Foreign Language and International Studies, should be established, with mainly private funding, to monitor and report on this field and encourage its support by government and the private sector. The President's Commission should initiate the formation of the proposed National Commission. The concluding prospectus in this report outlines such a Commission's structure and functions.

CHAPTER I

Improving Foreign Language Competence at All Levels: No Longer Foreign, No Longer Alien

Our gross national inadequacy in foreign language skills has become a serious and growing liability. It is going to be far more difficult for America to survive and compete in a world where nations are increasingly dependent on one another if we cannot communicate with our neighbors in their own languages and cultural contexts.

The Commission views as a priority concern the failure of schools and colleges to teach languages so that students can communicate in them. The inability of most Americans to speak or understand any language except English and to comprehend other cultures handicaps the U.S. seriously in the international arena. Paralleling our professional language needs, foreign language instruction at any level should be a humanistic pursuit intended to sensitize students to other cultures, to the relativity of values, to appreciation of similarities among peoples and respect for the differences among them. It is axiomatic -- and the first step to international consciousness -- that once another language is mastered it is no longer foreign, once another culture is understood it is no longer alien.

The Commission deplores the epidemic elimination of language requirements. We urge that foreign language be reinstated either as a requirement for college admission or for college graduation. These steps are essential to reinvigorate language teaching in the schools. Moreover, while we must concentrate on acquiring the commonly taught languages, such as Spanish and French, we must also make provisions for the less commonly taught that are spoken by 80 percent of the world's population.

On the basis of its findings and its perceptions of national needs, the Commission urges school systems to encourage all students to master at least one foreign language and, ideally, to acquire a second. We also urge that language study begin in the early grades, but note that its effectiveness depends upon the time devoted to it, a manageable class size, a supportive atmosphere, well-trained teachers and the careful integration of early language instruction with higher levels of study.

The Commission believes it will take a major, sustained national effort to raise American competence in foreign languages to levels commensurate with our nation's needs. Such an effort should have the following components:

-- schools, colleges and universities should reinstate foreign language requirements;

-- language education should start earlier and last longer, and this should be brought about through new incentives, specialized high schools, and more aggressive efforts by state departments of education;

-- foreign language instruction should concentrate on speaking and understanding before other language skills are developed;

-- the dull teacher who is bored with his or her teaching -- one of the single most important factors in our poor performance in language studies -- must be made exciting and effective through better training and retraining, and through pedagogical experimentation;

-- government agencies and business concerns with foreign interests should strengthen their requirements for language competence among those they hire;

-- special attention should be given to encouraging ethnic and other minority-group members to enter linguistic and international studies, and to build on their existing linguistic resources so they may contribute more to American education, diplomacy and international business;

-- continuing national assessments should be made of the status of foreign language competence in America.

A number of institutions and individuals are making special contributions to language study in this country, including some public and independent schools, professional organizations and national centers for linguistic research. These lonely exceptions, however, underscore persistent problems in foreign language instruction. These include:

-- inadequate training of teachers for all levels;

-- insufficient administrative support throughout the system, compounded by steadily declining budgets;

-- a lack of imaginative curricula dealing with other countries and cultures;

-- a similar lack of imaginative language-training courses that touch, excite or motivate students;

-- poor coordination and meshing of courses between different levels of study;

-- lack of recognition on the part of colleges and universities of effective language teaching, with promotion and tenure often linked to publication and other non-teaching activities;

-- a shortage of well-conceived methodologies;

-- inadequate supplies of effective written and audio-visual materials;

-- gross under-representation of Blacks and other minority-group members in foreign language studies (of 752 Ph.D.'s in foreign languages awarded 1976-77 only 14 were received by Blacks);

-- inattention to the less commonly taught languages such as Japanese, Chinese and Russian;

-- a lack of sound criteria for measurement of progress and for testing actual proficiency.

The Commission's recommendations to strengthen foreign language study are made in the context of proposals on international studies centers set forth in the higher education section. These urge the establishment of a network of higher education centers, especially at the regional level, to help energize, organize and disseminate programs to improve foreign language and international studies nationwide, in our schools, community colleges and four-year institutions.

The Commission makes the following specific recommendations for action:

I. Professional Development of Teachers

A. Regional Centers

The Commission recommends the creation of 15 to 20 regional centers to reinvigorate and upgrade language competency and cultural awareness among teachers. Most of these centers would be located in already existing institutions (See below). They would design teaching materials, curricula and language-testing tools; work with teachers of both the commonly and less commonly taught languages; offer special programs in the much-neglected areas of translating and interpreting; provide instruction in foreign-language methodology for graduate students planning to teach languages and cultures; offer pre-service and in-service training at all levels in the languages taught (including English as a second or foreign language and the classical languages); and train college teachers of literature to teach the spoken language more effectively.

To function on a year-round basis, and intensively in the summer, 20 centers would require $200,000 to $400,000 each annually for an estimated total of $6 million to $8 million a year. The Commission recommends that two-thirds of the costs be covered by the federal government, one-third by state and other funds.

Some centers should specialize in retraining foreign language and social studies teachers to teach international studies at the elementary and secondary levels. In addition to increasing their proficiency in foreign languages and their knowledge of the peoples who speak these languages, foreign language teachers should be more familiar with basic international issues. Conversely, social studies (and other) teachers should be encouraged to study other languages as well as the relationships between language and culture. At some centers intensive language programs should be developed for working adults, such as persons in business taking overseas assignments, law firm staff members involved in international work, journalists, and trade union employees.

The proposed regional language centers should be established with competitive federal grants, administered by the Department of Education. These grants would be awarded to a variety of sponsors, including community colleges and four-year colleges and universities, teacher centers, private non-profit educational organizations and the proposed regional international studies centers (as part of the multi-purpose service mandate of these facilities, see p. 82). Staff members of the proposed centers should be drawn from schools and postsecondary institutions in order to assure more effective coordination of studies than now exists.

B. Summer Institutes and Programs Abroad

The Commission recommends the establishment of 25 to 30 summer institutes and programs abroad, primarily for teachers at all levels. By intensive study and immersion in local cultures these programs, each enrolling 50 to 100 participants, would enable teachers to upgrade and revitalize their language capabilities and grasp of foreign cultures. Some institutes and programs should also offer advanced language training abroad for students, with priority given to the less commonly taught languages and developing countries. The estimated cost of 25 such institutes and programs, at an average cost per program of $175,000, would be $4.25 million annually.

The institutes should further serve students seeking experience abroad by helping them negotiate reciprocal work permits with other countries and by increasing summer exchanges of young people. Programs should also be developed by the proposed institutes to enable teachers with second language skills to teach language or content courses in those languages -- for example, through the teacher exchanges recommended in the section of this report dealing with kindergarten through twelfth grade.

Like the regional language centers, the summer institutes and programs abroad should be funded by grants administered by the Department of Education and awarded on the basis of national competition. The competition should be open to postsecondary institutions and private nonprofit educational organizations, as well as to the higher education centers proposed in this report.

II. Incentives

A. For Educational Institutions

Federal subsidies based on enrollment in foreign language courses should be used to assist accredited public and private educational institutions at all levels to encourage foreign language programs. Such incentive funding would be intended to encourage the introduction of foreign language courses where there is no present provision for such instruction, to encourage courses of study going beyond two years, and for the teaching of less commonly taught languages. Federal funds, administered by the Department of Education, should be allocated for language instruction at the first and second year of elementary school and for the third and fourth year of such study in secondary schools and in colleges.

While such a program must be carefully worked out with state officials, school districts and educational institutions, we urge the acceptance of the principle of federal incentive funding as a necessary part of a total program of incentives to students, teachers and institutions. As a general benchmark we suggest $20 per student at the elementary level, $30 at secondary and $40 at collegiate, with an additional $15 per student at all levels of study for the less commonly taught languages.

It is difficult to project the cost to the federal government of this incentive program. One annual estimate is for $12.6 million at the kindergarten through eighth grade level, $13.8 million for secondary schools and $20 million at the collegiate level. At the outset this would mean a total of about $46.4 million a year, but this could increase with the success of the program.

The Commission recognizes that funds generated by this proposed incentive funding would fall far short of covering institutional costs. It is assumed, however, that even this limited encouragement can have major leverage in fostering foreign language programs.

We recommend this program for an initial five-year term, with continued funding contingent upon success in this original period. Success will certainly require substantial additional support from local and institutional funds.

B. For Students and Teachers

The Commission urges such incentives as: 1) Credit toward certification and recertification for teachers in all subjects might be awarded for foreign language study.

2) Special recognition of individual achievement by both teachers and students might include support for the participation of outstanding language teachers and students in programs for study abroad.

III. Language and International Studies High Schools

The Commission recommends federal funding to develop 20 Language and International Studies High Schools, using already existing regional high schools, to serve as models nationally and to offer intensive foreign language and cultural studies to students in the country's more populated regions and also in less urban areas. The establishment of up to 60 such high schools (one per metropolitan district) should be a long-term goal.

In addition to all regularly required courses, the Language and International Studies High Schools should offer intensive language teaching in the less commonly as well as commonly taught languages. All students enrolled in these schools should be required to achieve advanced competence in at least one foreign language and basic competence in at least one additional language. The schools should integrate language and cultural teaching.

Language and culture programs could also reflect, wherever feasible, the interests of local ethnic communities. Special encouragement should be given to Black and other minority student participation in the schools through pre-high school counseling and student recruitment.

The principal costs of Language and International Studies High Schools would be for additional foreign language teachers and new curricular materials, mainly during the transition period from ordinary high school programs. Taking into account support through the incentive funding plan proposed above, the additional cost per school for up to five years would be $162,000 a year, or a total of $3.2 million annually for the 20 proposed schools. Grants for the schools would be administered by the Department of Education.

IV. Pedagogical Experimentation

The Commission has found urgent need for more experimental programs in the teaching of foreign languages and international studies at all levels of the educational system. We recommend funding for the following categories of experimental programs:

-- the integration of foreign language instruction with culture studies, with attention to minority groups in the United States;

-- early language training, as was attempted through Foreign Language in Elementary School (FLES) programs in the 1960's, but subsequently abandoned;

-- Immersion programs employing the foreign language to teach other subjects;

-- experimentation in instructional strategies, including increased use of technology and self-instruction;

-- special programs for teaching foreign language to students with deficiencies in the use of English, and to attract minority and low-income students, now grossly underrepresented in foreign language study;

-- two-way bilingual programs that enable English-dominant speakers to receive part of their instruction in another language, along with the linguistic minority students who are learning English.

In proposing experimental bilingual programs we assume that Americans whose first language is not English should have every opportunity to advance their competency in that other language, without delaying their mastery of English. State authorities should encourage the contribution of the thousands of ethnic language schools operated by language minorities to enable their children to master the languages of their forbears.

We urge that teaching methodology be given priority in experimental programs, especially as the training of foreign language teachers typically neglects the art of teaching. Workshops should investigate effective teaching techniques, disseminate them by training participants as consultants and workshop leaders, and reform professional attitudes that stress the study of literature at the expense of effective communication. Preparation for language teaching might well include training in drama as a means to reduce teachers' inhibitions.

In many of these suggested experimental efforts, services of the generally neglected resource of more than 80,000 returned Peace Corps volunteers could be enlisted. Indeed, the Peace Corps, in cooperation with educational institutions, might be used to advance the study of less commonly taught languages.

Although the Commission does not specify the level of funding for such experimentation, we strongly urge support for these programs by the National Institute of Education, by the National Endowment for the Humanities -- which has provided substantial support for such efforts through its research and fellowship divisions -- and by the Fund for the Improvement of Postsecondary Education.

V. National Criteria and Assessment Program

The Commission recommends the establishment of a National Criteria and Assessment Program for foreign language study. The assessment program should be administered through competitive contract by a nationally recognized professional association or agency with special competence in foreign language studies, at a cost of approximately $450,000 annually, to be funded by the National Institute of Education. The program should:

-- monitor and report on foreign language enrollments;

-- assess the proficiency of both students and teachers in existing as well as new or experimental foreign language programs;

-- monitor application of language skills by students on completion of their training;

-- determine the language skills required to function in a variety of contexts;

-- establish language proficiency achievement goals for the end of each year of study at all levels, with special attention to speaking proficiency.

The National Criteria and Assessment Program would fill a major gap in current language teaching by developing tests based on actual proficiency, rather than by the number of hours spent in the classroom, as is now the case. The recent work of the Foreign Service Institute of the Department of State in assisting a small group of universities to apply measures based on actual proficiency to foreign language learning should provide an important base for further efforts in this area.

VI. The States' Role in School Language Programs

The Commission recommends that state departments of education strengthen their staffing in the field of foreign language, and in particular that those not now employing a Foreign Language Consultant appoint such specialists. These consultants should work more closely with education department staffs concerned with social studies and with the international education specialists whose appointment is recommended in the section on kindergarten through twelfth grade.

The Commission further recommends that each state governor establish an Advisory Council on Foreign Language and International Studies. These councils should be comprised of approximately 10 persons, including teachers from all levels, representatives from business and labor and from major ethnic communities, lay people and at least one student. Each council should review the status of foreign language and international studies at all levels of education within the state, and issue annual reports on its findings. The councils should advise the governor, the chief education officer and the state legislative body on foreign language and international studies in the state, and make recommendations toward their improvement.

VII. The Federal Government's Foreign Language Needs and Facilities

Studies prepared for the Commission indicate serious deficiencies in the foreign language capabilities of federal government employees who work in agencies most directly involved with foreign affairs. The compliance rate of the State Department in filling Foreign Service positions designated as requiring minimum professional language competence averages only 66 percent overall, and in the difficult languages such as Chinese and those of the Third World, compliance is much lower. For example, the compliance rate is 35 percent in Arabic. More important than the non-compliance rate may be an unduly low estimate of the positions designated as requiring foreign language competence -- only 26 for Chinese, for example, a language significant to U.S. economic interests not only in China, Taiwan and Hong Kong but throughout Southeast Asia.

The Commission thus recommends the following:

A. Those agencies of the federal government that have positions designated as requiring a foreign language competency should achieve 100 per cent compliance with these requirements as soon as possible, and no later than 1985. Annual progress reports should be made to the President and the Congress.

B. Federal Agencies requiring foreign language competency for designated positions, especially those involved in foreign affairs, should review the criteria used in setting designations. The aim should be to strengthen the foreign language capability of these agencies overall and to designate individual positions with specific language requirements commensurate with the functions and responsibilities of the positions.

C. The Commission recommends that the career system of foreign affairs agencies and the Department of Defense be evaluated with a view toward increasing the incentives for professional staff members to acquire and maintain foreign language and international studies expertise, and toward removing the disincentives now present in the system.

D. The Commission recommends that advanced students and scholars requiring foreign language proficiency and unable to achieve it in the language programs of colleges and universities be given access on a selective, space available basis to the language programs of the Foreign Service Institute and of the Defense Language Institute, with fellowship support from Title VI and other available sources. Business personnel should be granted similar access on a cost reimbursable basis.

E. On the basis of a hearing at the Defense Language Institute (DLI), the Commission calls to the attention of the President and the Congress the following points raised in public testimony by Institute personnel:

1) The Office of the Secretary of Defense should review and simplify the multiple jurisdictions that now control the operations of the school, with a view toward strengthening oversight and perhaps centralizing authority over the institution within the Office of the Secretary of Defense.

2) Consideration should be given to upgrading the rank of the commandant from Colonel to General-officer status. Establishment of an Office of Academic Dean should be seriously considered.

3) Some more equitable solution should be found to the "Excepted Service" status of many of the Defense Language

Institute faculty. This status, combined with ever-fluctuating language training demands of the military services, results in job insecurity and low morale among the faculty. In addition, the Office of the Secretary of Defense should attempt to establish more stable and long-range language training requirements at the institution.

4) The Commission supports the strengthening of cultural education at the Defense Language Institute, especially for students whose jobs will involve assignments abroad.

5) The Commission urges the Office of the Secretary of Defense to review the Defense Department's foreign language aptitude and proficiency tests and to evaluate present standards for sending students to the Defense Language Institute for training.

VIII. National Public Awareness Campaign

The need to inform the American public of the role that other languages and cultures play in our lives has never been more crucial. The Commission urges all national professional societies engaged in teaching foreign languages and cultures, in cooperation with the major national education associations and unions, to undertake a vigorous campaign to educate the nation to the critical necessity of knowledge of other languages and cultures.

CHAPTER II

Kindergarten through Twelfth Grade:
Educating America's Children for the Twenty-first Century

If the 47 million children in our schools are to function successfully as adults in the next century they must grow up with more knowledge about our interdependent world, keener awareness of other people, and greater sensitivity to those peoples' attitudes and customs.

The task starts in kindergarten, and it must be given special emphasis through the elementary grades because it is in early childhood that basic attitudes are formed. It is also the time when the beginnings of language comprehension are put into place, curiosity is at its peak and the foundations are laid for further learning.

But to effect change in what and how our schools teach poses enormous difficulties, both for structural and for pedagogical reasons. To change what is taught in the classroom requires action and support from school boards and from the voters who elect them, from school superintendents and principals, from parents and, not least, from the teachers themselves. America's decentralized education structure makes the mandating of new programs in our schools by the federal government inappropriate, and often unwise. While federal leadership and financial incentives can encourage and facilitate change it is up to the state and local education authorities, including parents, to make it happen.

A major hurdle to teaching children for the world that lies ahead is that teachers learn, and therefore mostly teach, about the world that lies behind. This cultural gap may cause our national heritage to be emphasized at the expense of knowledge of other societies, especially the non-Western, which all too often are neglected in our schools.

If our schools are to teach more effectively about other countries and cultures, we must provide our teachers with the knowledge and tools this task requires. Moreover, if a sensitivity to other cultures and an increased awareness of world issues are to be major goals for our schools, they will not be reached solely through the teaching of such subjects as social studies and foreign language, crucial as these are. International content should be part of the teaching of all subjects, and within the capabilities of all teachers. This requires priority in both curriculum development and the professional development of teachers. Curricula for teaching about other cultures and world issues need to be developed for virtually all subjects taught in our schools. Educational leaders and administrators, along with experts on curriculum development, teaching methodology and academic disciplines, must be involved in this process to assure that it is supported and takes root as an integral part of the schools' priorities.

The teachers now in our schools, most of whom are tenured, will still comprise most of the teaching force a decade hence. A major focus, therefore, should be on problems of professional development: motivating teachers and giving them the means to expand their skills and knowledge in international affairs. Central to this professional development should be expanded opportunities for American teachers to live, study, teach and carry out research in other countries so that their teaching about them is realistic and current.

Far more collaboration is needed between teachers of social studies and teachers of foreign languages -- and of the many other subjects that should be a vehicle for teaching about other cultures, such as art, music and even mathematics and the sciences. The Language and International Studies High Schools recommended in Section I of this report should develop such model collaborative programs.

All students, including minority-group members who often have less opportunity for language study, should be participating in the study of foreign languages and international subjects. Our own ethnic and language minorities constitute an often neglected resource in teaching about other cultures and countries, as do students and visitors from other countries and the thousands of returned Peace Corps volunteers.

Progress in all these respects will require action by several agencies of the educational system:

-- The United States Department of Education, the federal agency most responsible for the funding of elementary and secondary international education, should declare international education to be a priority, and so indicate to the states through relevant guidelines, technical assistance and appropriate funding, and especially by launching a new comprehensive program in international curriculum development.

-- State and local education leaders should provide strong leadership at their respective levels.

-- Professional education associations should intensify their international education efforts, both to keep their constituencies informed of their importance and to encourage them to implement specific programs.

-- Teacher training and retraining programs should emphasize the importance of including international topics and perspectives in the teaching of all subjects, and teacher certification requirements should include an international component.

-- Foreign experiences for teachers should be expanded through enlargement of teacher exchange programs, and high school exchanges should increase.

-- The media, especially television, should offer more programs on other cultures for school-age children.

The Commission's specific recommendations follow:

I. Model International Curricula: Statewide 'Lighthouse' Programs

For international education to take hold in our schools requires a much more vigorous, sustained and comprehensive effort than has been possible through the many laudable but often isolated and short-lived activities aimed at one or another element in the system. Coordinated efforts at all levels in a state, backed by major funding, are now needed to explore, develop and implant international studies in K-12. These efforts should be targeted at what teachers teach, how they do so, and what materials they use.

The Commission therefore recommends the establishment of a new federal program to provide a maximum of $500,000 annually and for a minimum of six states to develop comprehensive statewide international studies programs. Such funding should be for a period of five years, at a maximum total annual cost of $3 million. Funds should be allocated to state education authorities on the basis of national competition administered by the Department of Education, and should be reviewed annually. The state efforts funded under the proposed new authority would pursue a coordinated program of teacher professional development, including exchanges, curricular models, materials development, and research.

A central criterion for awards should be the initiative and commitment of state leadership. Also important will be replicability and dissemination, so that these "lighthouse" programs stimulate comparable activities in other states.

II. State Leadership and Structure

Recognizing the key role that international education specialists play, the Commission recommends that each Chief State School Officer establish such a position at the state administration level. The primary role of the international education specialist should be to give leadership and direction to international education policy and programs in the state. Specific responsibilities should be carefully developed in consultation with state departments of education. Among these responsibilities might be:

-- To encourage and provide leadership for the inclusion of international education in all aspects of the curriculum;

-- To stimulate and help coordinate efforts to strengthen international education in the curriculum by education leaders at the state and local level, and of specialists at the state level with responsibilities in such areas as social studies, science and curriculum;

-- To work with educational organizations, civic groups, parents, teachers, administrators and legislators to heighten public awareness of the need for increased knowledge about international issues;

-- To encourage and facilitate international exchanges to offer experience abroad for persons throughout the school system, including students, teachers, school board members and other policy-makers;

-- To help make education leaders knowledgeable on the funding available for international education programs;

-- In general, to make explicit the importance of international education.

The funding for the international specialist at the state level would fall under the authorization of Title V-B of the

Elementary and Secondary Education Act (ESEA), which is designed "to strengthen state educational leadership and to assist State Educational Agencies (SEA) in identifying and meeting crucial education needs of their States." In order to provide the states adequate funding for the establishment of such a position the monies allowed them under V-B ESEA (currently funded at $51 million) must be increased by $10 million to $61 million. This increase must be designated in the legislation for grants to the states of up to $200,000 per year by the Secretary of Education.

III. Training and Certification of Teachers

The Commission recommends that the National Association of State Directors of Teacher Education and Certification (NASDTEC), in collaboration with its 20 member organizations 2/, take steps to encourage the inclusion of an international education component in requirements for the licensing or certification of all teachers, especially those in social studies.

2/ Association for Higher Education, American Association of Colleges for Teacher Education, American Association of Collegiate Registrars and Admission Officers, American Federation of Teachers, American Theatre Association, Association of Teacher Educators, Council of Chief State School Officers, Division of Educational Systems Development, National Education Association, Interstate Certification Project, Modern Language Association of America, National Council for Accreditation of Teacher Education, National Council for the Social Studies, National Council of Teachers of English, National Council of Teachers of Mathematics, Teacher Programs and Services, Educational Testing Service and Speech Communication Association.

NASDTEC should coordinate this effort with the Council of Chief State School Officers, to which it is ultimately responsible, and with the National Council for Accreditation of Teacher Education (NCATE), which has recently incorporated international and multicultural components in its accreditation standards. This undertaking would:

-- encourage leaders responsible for the licensing of teachers to make international education a major concern in all teacher training;

-- launch a coordinated national effort to include international education among the licensing requirements for all teachers;

-- allow diverse measures, reflecting national, state and local needs, to pursue those aims.

IV. Professional Development of Teachers

The Commission recommends the strengthening and expansion of teacher professional development programs in international education throughout the nation, as well as in the "lighthouse" states discussed in Subsection I of this section. These programs should be open to teachers at all levels in precollegiate education and in all subject fields -- and to college educators involved in teacher education -- so that all teachers, no matter what their disciplinary concentrations, will be better equipped to integrate material relating to other countries and cultures in their regular teaching. The professional development programs should include:

-- Intensive summer institutes at the national and regional international studies centers that are recommended in the section on higher education. The institutes should draw teachers from more than one geographic region and from different ethnic backgrounds (including individuals teaching in the ethnic schools) in order to have cultural diversity among participants. Summer institutes could be organized by teacher training colleges and faculties, by other departments at colleges and universities, by school districts, by professional associations or by non-profit organizations active in international education programs.

-- Comprehensive programs within school districts to make it possible for teachers, administrators and policy-makers to competently address the teaching of foreign language and international studies.

-- Significantly increased opportunities for overseas experience, as recommended in Subsection VII of this section. Funding for these programs should include teacher stipends at the level needed to assure the participation of the many tenured teachers with little incentive to return to campus.

The programs should be funded from the following sources:

-- Section 603 of the National Defense Education Act (NDEA), which provides for programs to "increase the understanding of students in the U.S. about the cultures and actions of other nations in order to better evaluate the international and domestic impact of major national policies." The Commission recommends that Section 603 be made a separate line item in the appropriations and that Congress appropriate $25 million for it, a level to be reached by annual increments of $5 million by 1985 3/.

-- NDEA Title VI, Section 601, which requires all Title VI centers to devote the equivalent of 15 percent of their federal funding to "outreach" activities, including programs for teachers. As appropriations for Title VI increase, in line with the Commission's recommendations on higher education, increased support should go to teacher professional development and other kinds of outreach. These programs should involve state and local boards of education in order to ensure effective coordination of their efforts.

3/ Funds under Section 603 should also be used to support citizen education as recommended in Section V of this report.

-- Teacher Corps programs under Title V of the Higher Education Act (HEA), which includes a mandate to "improve the competency of all educational personnel . . . to provide education that is multicultural and to be knowledgeable of and sensitive to the needs of diverse cultures, regardless of the pupil population served." Teacher Corps projects in the various states, currently funded at $37.5 million, should give more emphasis to international education.

-- A similar emphasis should be encouraged among the close to 130 Teacher Centers. These centers are currently funded at $12.6 million to "provide elementary and secondary school teachers with opportunities for training and curriculum development."

-- Programs under ESEA Title VI-C, which has an appropriation of $197.4 million, should support professional development programs in international education as part of a mandate to provide "assistance for activities that will improve the educational practices of the local educational agencies."

V. Curriculum Development

There is a pressing need at all levels and in all subjects for new curricula that will incorporate teaching about other countries and about international problems, and that will eliminate the stereotyping of people from other cultures. Numerous materials have already been prepared, but often have not been systematically evaluated or disseminated; curricular development projects should be encouraged to undertake this task, as well as to develop new qurricula. These projects should use the expertise of professors in the disciplines of curriculum specialists and of teachers and researchers.

In order to take advantage of the knowledge of foreign experts, the Commission recommends increased funding for the Foreign Curriculum Consultants project. The project, administered by the Department of Education, is funded under the Fulbright program at $180,000 a year. Additional funds for the program should come from the increased support of USICA-funded academic exchanges recommended in the section of this report on exchanges.

Additional funding for curricular and materials development in international education should also be made available for the Department of Education through NDEA Title VI, Section 602 (on research relating to teaching materials) and Section 603 mentioned above, as well as through the Teacher Corps and Teacher Centers. Other federal agencies should also be encouraged to give more support to curricular development, among them the Fund for the Improvement of Postsecondary Education (in the Department of Education), the National

Institute of Education and the National Endowment for the Humanities.

VI. Greater Use of Minorities and Foreign Visitors

The Commission recommends a greatly expanded role in intercultural teaching for ethnic and linguistic minorities, and also for foreign students and visitors to the United States. The presence of 30 million Americans whose first language is not English -- and other minorities whose cultural heritages are closely linked to other countries -- can offer children and their teachers important intercultural insights. The opportunity provided by the presence in our schools of children from ethnic communities for teaching about cultural differences and similarities should be seized, as should the opportunity to visit local ethnic events and projects at which students may directly experience other cultures.

The more than a quarter-million foreign students enrolled in our colleges and universities offer comparable opportunities for intercultural learning in our schools through programs in which foreign students discuss the cultures, social systems and other aspects of life in their home countries. USICA and other federal agencies that sponsor foreign visitors in the U.S. should collaborate more closely with our schools in such projects.

Another important source for strengthening international education in our schools are the more than 80,000 returned Peace Corps volunteers. Surveys confirm their interests in contributing to educational programs in the schools.

VII. International School Exchanges

The Commission recommends an expansion of opportunities for experience abroad for students, teachers, administrators and policy-makers. Specifically:

-- The Group Projects Abroad Program under which teachers and college faculty members participate in intensive summer study programs should be doubled in scope. The program, administered by the Department of Education at $1.5 million in FY 79 has been invaluable in teacher development and in the preparation of curricular materials on other countries.

-- High school student exchanges should receive more encouragement and support as vital elements in international education. As is recommended in the report's section on international exchanges, USICA should increase its support of these activities, primarily through incentive grants to institutions.

-- The Commission recommends a major increase in reciprocal teacher exchanges in view of the lasting (and relatively low-cost) contribution of teaching in another country to the professional development of teachers and their knowledge of other cultures. The number of Americans teaching abroad under the Fulbright teacher-exchange program should be at least doubled in 1981-82 and the program should involve more of the developing countries. (In 1979-80 only 153 American teachers were teaching abroad under this program, which is currently funded at $300,000, and none were in the developing world.)

-- Exchanges should, of course, include language teachers in order to enable them to retain and strengthen their proficiency in the foreign language they teach in the U.S. It is also important, however, that exchanges include teachers in all subjects. Experience abroad enables all teachers to bring an international or comparative dimension to their classroom teaching in the U.S., and in many cases to increase their foreign language proficiency. Another significant asset in reciprocal teacher exchanges is the opportunity they offer for American schoolchildren to learn about other countries and peoples from a teacher of another country.

-- As a priority under its program of leadership grants to individuals and groups, the International Communication Agency, working with the Department of Education, should extend the opportunity for experience abroad to people representing key constituencies in precollegiate education. The opportunity to learn about elementary and secondary education in other countries can stimulate American educational leaders to encourage the development of more cosmopolitan teaching staffs and less provincial curricula. The USICA grants would enable small groups to travel -- for example, a group composed of a chief state school officer, a member of the state's legislature involved in education, a school principal, a teacher and perhaps others. In seeing how other countries treat the United States in their own classroom presentations, these educators could evaluate how well we present other societies in our classrooms. The results could influence our own educational policies and programs, texts, curricula and staff development.

VII. Media Programs in International Education

The Commission recommends that the Secretary of Education specify that $1.5 million be used as of 1981-82 to develop educational radio and especially television programs for young children on international topics. No new funds would be required to implement this recommendation as these funds are available under the Special Projects Act, Section 402, Education Amendments of 1974. This action would be most effective if, as is done with bilingual education, segments incorporating international themes are developed in cooperation with the writers and producers of already institutionalized children's programs. This effort would:

-- heighten awareness of other cultures and languages among youthful audiences;

-- strengthen an interest by the public at large in international issues and in other cultures;

-- harness in the cause of improved international education one of the most effective means of instruction in the modern world.

VIII. Implementing Change: Professional Associations

The concluding section of this report makes recommendations with respect to the federal government structure needed to give to foreign language and international studies the priority required by the national interest. But the federal government can have only a supportive role with respect to the nation's schools. If international studies broadly conceived are to become more important in our schools the major responsibility will lie with the state and local education authorities. Crucial to their efforts are the various professional associations and private educational organizations. The Commission commends their efforts to date, and urges that they be continued and intensified.

IX. Research in International Studies for the Schools

The Commission recommends that more research be undertaken on how international studies might be more effectively incorporated in curricular and other programs in elementary and secondary education.

Although the last decade or two have produced much more research in this area, many questions remain unanswered. Not enough is known about how the attitudes of preteenagers toward other cultures and societies are formed; how teaching about other countries can best stimulate in students a continued curiosity and which curricular programs work. Much more research is needed on the impact of different kinds of overseas experiences on students and teachers in terms of their knowledge and empathetic understanding of other cultures, and their subsequent motivation to be informed on world affairs and international issues.

Such research should be encouraged under Section 602 of NDEA Title VI, for which increased funding is recommended elsewhere in this report. NIE and NSF, until now relatively inactive in this research, should give more support to this crucial aspect of international education in our schools.

CHAPTER III

College and University Programs:
The Needs in Undergraduate and Advanced Studies

Any assessment of how America meets its needs for international study and language training must focus on our colleges and universities. They are central in providing the training and knowledge for our citizens, leaders and international specialists. The nature and quality of their training and the knowledge they provide will ultimately go far to shape our national future.

But at the same time as the need for individuals who are able to function effectively in a complex international environment is increasing, the institutions that must provide their training are facing growing financial difficulties and sharp drops in enrollment. The problems afflicting college and university level international studies in the United States today are not those of creation but of maintenance, development and effective use of resources. An impressive array of international programs and facilities established mainly since World War II is in place. However, they share certain problems:

-- The programs face serious and increasing financial difficulties. Private foundations have withdrawn almost completely from this field. Federal support, always minor (less than 10 percent in fact) is lower today in real terms than in the 1960's. The universities have always been the major source of support for costly interdisciplinary programs of this sort, but because of their increasing financial diffulties they themselves now face agonizing problems of priorities.

-- The international studies programs do not involve enough students. The percentage of undergraduates enrolling in these fields dropped in the last decade by nearly one-half. In part this is because many colleges and universities have rather rudimentary programs of language and international studies. Partly it is because with the widespread abandonment of many course requirements a few years ago, fewer students take foreign language or international studies courses. Moreover, these courses enroll few students outside of the humanities and social sciences -- for example students in the professional schools or natural and physical sciences.

-- Advanced international studies programs, having developed within the tradition of institutional independence characteristic of American higher education, have been slow to respond to changing academic or national needs and opportunities. They have not recognized the need, dictated by their present and prospective economic circumstances, for greater cooperation of their resources and activities on a local, regional and national basis.

At the same time as our international studies and language training programs are shrinking, it is obvious that our national needs for such training and knowledge are intensifying:

-- We must increase our specialized international analytic and linguistic skills so that future crises will not find us ill-prepared, as was the case with recent situations in Iran, Yemen, Ethiopia and Angola.

-- We must improve our ability to deal with the so-called "new" international problems of energy, food, economic development, space, and pollution. Such problems have intensified the complexity and difficulty of our foreign relations in recent years and call for training new types of international specialists.

-- We must augment the government's capacity to meet its international research needs. Foreign policy problems have become even more complex as they have become more intertwined with domestic issues and involve far more interests, federal agencies and foreign states than was the case 20 years ago. Their successful resolution requires much more effective use of the enormous international knowledge and skill in higher education, labor and industry, as well as within the government.

-- Independent, objective and competent sources of information about international problems must be readily available to the government, business and labor, the media and the public.

-- We must be able to provide our international business concerns with people who possess the linguistic and cultural skills that enable them to operate effectively abroad. Failure to do so will mean that we will not be able to meet the growing challenge of foreign competition and the need to penetrate foreign markets to sell our own goods and services.

We must broaden the opportunities of the American people to acquire knowledge and appreciation of cultures, languages and societies not our own. For many, such knowledge is in its own right a deeply rewarding and fulfilling experience. For all it will become increasingly important.

Each of these requirements can be met most successfully if America's colleges and universities are providing soundly conceived and adequately financed programs of international study -- starting at the undergraduate level and continuing through programs of advanced study and research. In shaping its specific recommendations, the Commission's principal goals have been, within the limitations of current financial realities, to preserve and build upon the existing international resources of higher education and to develop the new resources that the public interest requires.

I. Recommendations for International Studies at the Undergraduate Level

The enormous diversity of our higher education system -- public and private sponsorship, community colleges, liberal arts colleges, and great "multiversities" -- and the vast differences in staff, facilities and resources involved rule out a simple and uniform prescription for strengthening international studies at the undergraduate level. It is possible, however, to set forth basic goals for undergraduate education in the international field and to recommend a variety of steps to help realize them. The following specific recommendations should significantly increase the number of college graduates broadly sophisticated on our international environment:

A. Colleges and universities in general should strengthen and improve the structure, quality, coverage and utility of their undergraduate offerings in the field of international studies, and should relate these offerings more directly to vocational as well as cultural and intellectual goals.

B. Colleges should require at least two or three courses in international studies of all Bachelor's degree candidates.

C. A "Domestic" junior year program should be established for students wishing to concentrate in international studies but enrolled in institutions with limited resources in this field. Inter-institutional agreements should allow these students to spend their junior year at institutions with major international studies centers. This period should be supplemented by intensive summer study in the months before and after the junior year.

D. With the possible exception of some so-called pure sciences, international or comparative perspectives should be part of the teaching of most subjects. To this end colleges and universities should encourage their faculty members to use sabbaticals and other professional growth opportunities to strengthen their international skills and experience.

E. Colleges and universities should offer both area studies (the study of foreign societies and cultures) and issues studies (the study of international relations and the principal issues and problems in U.S. relations with other countries), and should better integrate the two categories.

F. In general, colleges and universities should help and encourage their faculties to acquire, improve, and maintain international knowledge, skills and experiences that will enable them to teach more effectively in the international field.

G. A program of approximately 200 federal institutional grants per year should be established for the development or improvement of undergraduate International Studies Programs (ISP's), including the training or retraining of faculty. Grants should range from $20,000 to $80,000 a year (with an average of $40,000) for a total of $8 million. Grants should be tenable for one to three years, depending on the nature of the proposal -- longer, for example, for consortial initiatives. This nationally competitive program, administered by the Department of Education, should build on the existing program (now funded at only $1 million a year). Although the programs funded should focus on undergraduate international education along the lines set forth in the preceding recommendations, proposals aimed at integrating undergraduate education with terminal Master's Degree programs with an international emphasis should also be eligible. Programs should be widely dispersed, both geographically and among different kinds of institutions. A major purpose should be to provide incentives for institutions to make a lasting commitment to international studies.

H. The Fund for the Improvement of Postsecondary Education and the National Institute of Education should give higher priority to international studies. Both agencies, whose interest in foreign language and international studies has been marginal, should be encouraged to support the improvement and expansion of undergraduate education in this field, including innovative ways to incorporate more comparative content into undergraduate curricula, and should receive additional funds to support this priority.

Most broadly, the intent must be to make all undergraduates more knowledgeable about foreign societies and cultures and about major international issues in order to increase their understanding, appreciation and competence. College graduates are the group in our population most likely to benefit from international competence.

Close to a fifth of college graduates enter graduate and professional programs in the Humanities, Social or Physical Sciences, Business, Education, Law or the other professions. This is precisely the group whose careers are most apt to have international aspects. Rarely are such students now systematically exposed to international studies at either the undergraduate or graduate levels, with the exceptions of a few Humanities and Social Science disciplines. This is another and important reason for providing all students with at least some foreign language and international studies at the undergraduate level.

Undergraduate institutions of all kinds normally attract relatively few students to international studies courses. In part this is because of the poor quality of initial courses in many institutions and in part because of the almost total lack of structure or common requirements in general education in college curricula. Another factor is the widespread failure to recognize the national, vocational or personal advantages that flow from more exposure to international studies. Contributing to this situation is the fact that few faculty members in disciplines outside international studies as traditionally defined include international or comparative perspectives in their teaching. The Commission believes that these deficiencies must be remedied.

A special effort should be mounted in community colleges. They enroll close to half of all undergraduates but only a small fraction take courses in foreign languages or international studies. The community colleges have recently become far more active in international programs, especially in exchanges and technical assistance. To strengthen international studies in the curricula, however, community college faculty members need more in-service education opportunities, especially because most were hired at a time when few colleges had the international studies commitment that many have since developed.

The Commission's recommendations on strengthening undergraduate international studies are not confined to this section, but include recommendations set forth elsewhere in this report: more teaching about other cultures in foreign language courses, expanded undergraduate international exchanges and study abroad, more overseas internships for students in such fields as labor and business, and increased international faculty exchanges.

II. Recommendations for Advanced Training in International Affairs

Advanced training and research programs in international studies produce the specialists and professionals who, widely dispersed throughout our education system, in turn generate, organize, analyze and transmit most of the fundamental knowledge about international matters upon which all other educational activities in this field depend. Training and retraining specialists is an essential function. The better it is performed, the greater the probability that international education at other levels will be sound and successful and, ultimately, the better the chances that we will be able to conduct effectively our public and private affairs abroad.

The Commission is convinced that the federal government, as well as state and local governments and the private sector, have a major interest in the effectiveness of the country's programs of advanced training and research in international studies. At issue is the country's capacity to deal effectively with the ever increasing portion of our national agenda that involves relationships and activities beyond our borders. The benefits to the national interest amply justify federal interest and federal support.

A. National Centers

The nation requires a system of 65 to 85 national centers for advanced international training and research: area centers to ensure a continuing flow of highly trained specialists on other countries and geographic regions of the world, and issue centers to provide, to a limited but increasing extent, experts on international issues significant in our foreign relations. Collectively the area centers should provide complete global coverage. The issue centers, which should comprise about a third of the national centers, should focus on matters such as energy, international security affairs, food, and international trade. The Commission recommends that these national centers be funded at an average level of $250,000 annually per center for five-year cycles, with annual reviews within that period. The grants should be administered by the Department of Education on the basis of separately held national competitions for area and issue centers. The total annual federal grant to these centers would be $18.75 million.

The proposed area and issue centers should be distinguished from each other on the basis of their activities, structure, and funding, as well as their quite different subject focuses. In contrast to area centers, existing issue centers or programs have so far mostly not been degree-granting, and therefore do relatively little teaching, especially at the undergraduate level. Some have been initiated by or involve professional schools. Their funding has been largely external, their public outreach has been limited, their varied structures reflect their research team orientation, and they tend to include specialists from several disciplines and from outside the host university as well. Some are not university-based at all.

That these distinctions exist should not in any way discourage innovative programs that combine the characteristics of both categories of center. Such developments are under way as area centers focus more on international problems and as issue centers become more involved in teaching and public education. These trends should be encouraged, both because they reflect our increasing foreign policy involvement with major world issues and because of the trends in employment projects for international studies Ph.D.'s.

As the Rand Corporation study for the Commission showed, while some area studies Ph.D.'s are experiencing difficulty in finding suitable employment -- for example, those concentrating in literature, history, anthropology or political science -- area studies Ph.D.'s with concentrations in economics, law, sociology or business, or with background on a major world issue, are in greater demand. The point is not that area studies Ph.D.'s are overproduced, but that changes are needed in the skill mix so that more area studies Ph.D.'s receive training in the higher demand fields and on international issues.

Sustained and ample federal funding of the proposed national centers is essential. It is essential both for the area centers if they are to maintain their training and research capacity, a capacity already seriously eroded as a consequence of diminishing public and private financial support, and for the issue centers if they are to respond to the accelerating need for knowledge on urgent world problems. The need to sustain the quality of both types of center, especially their research resources, also requires the level of funding that the Commission recommends.

The chief criteria for federal support should be pre-eminent quality and productivity: the centers should comprise a sufficient concentration of scholarly resources, including specialists and major research holdings, so that they serve as national resources. As a corollary to the major federal funding recommended, national centers should help maintain and strengthen international studies and research in this country, especially on the postsecondary level. They should make their resources available to the maximum extent possible to qualified faculty members and scholars, and within practicable limits to other users such as government, business, labor and the media. Implementation of the mandate to strengthen international studies and research should include:

-- full use of centers in summer periods for foreign language programs, especially in the less commonly taught languages; for country and problem-oriented seminars; for research and teaching opportunities that would enable faculty members from other colleges and universities to acquire, improve and maintain their international knowledge and skills, and for international studies programs for faculty members and students in professional schools. The faculty of other universities should share responsibility for summer programs with the host university's faculty.

-- the preparation and production of materials on less commonly taught languages;

-- the initiation or strengthening of reciprocal links with professional schools, for example to encourage double and joint Master's programs;

-- outreach activities aimed at stimulating greater awareness, interest and competence in international affairs on the part of local school systems, community and other colleges, business, labor, the media, the public in general and, not least, undergraduates at the institutions with which the centers are affiliated.

Complementing the direct federal funding of national centers should be federal support for graduate, postdoctoral and faculty fellowships to enable qualified students to pursue international study at the center of their choice, and to enable isolated scholars at institutions with limited offerings and resources in the field to conduct research at major international studies centers. Some fellowships should be allocated directly to the centers, which would select recipients in terms of the teaching and research needs of their particular programs. A system of mini-grants would assist graduate students and faculty members at universities without national centers in making use of these centers' library collections.

B. Regional Centers

A system of 60 to 70 federally funded regional centers for area and international studies at the graduate level should be established to make this field far more accessible to students and teachers throughout the nation. The centers should be federally funded at an average of $150,000 annually, for a total of $9.75 million a year. In addition to providing training to their own students these centers, as regional resources, should offer programs to strengthen international studies and foreign language programs in schools and in two- and four-year colleges in their regions. Twenty of these centers should have as their primary mission the reinvigoration and upgrading of foreign language teaching, as recommended in the first section of this report.

Like the national centers discussed above, regional centers should include foreign area studies and problem-oriented curricula, as well as professional training. They should also support initiatives by professional schools to add an international or comparative dimension to their programs. Regional centers would overlap with the national centers in their subject matter, but would differ by concentrating their efforts at the local, state and regional levels, and involving large numbers of students and of schools and colleges in their regions. They should therefore be widely distributed geographically, with at least one regional center in each state and in the District of Columbia.

In carrying out their mandate, regional centers should:

-- organize and host the regional programs to upgrade the foreign language competence and cultural awareness of language teachers recommended in the section on foreign languages;

-- initiate and organize the summer institutes abroad for foreign language teachers recommended in the same section;

-- undertake research and pedagogical experimentation in foreign language teaching in cooperation with school, college and university language departments, professional associations and institutes of linguistic research;

-- host and organize the teacher professional development programs recommended in the section on kindergarten through 12th grade;

-- offer special seminars and workshops in international studies curriculum development for elementary and secondary schools;

-- strengthen and develop consortial and other cooperative arrangements with other postsecondary institutions in their regions -- to permit, for example, student and faculty exchanges in the international studies field between these institutions;

-- organize seminars and other programs to enable faculty members at postsecondary institutions in the region, including professional school faculty, to acquire and strengthen their international skills.

In fulfilling this mission the regional centers should establish close administrative arrangements with the state departments of education in their regions.

As with the national centers, federal support for regional centers should be complemented by federally funded graduate, postdoctoral and faculty fellowships and research mini-grants. In line with the emphasis on teaching at regional centers, prior teaching experience should be an important criterion for these awards.

C. Professional Schools

The graduates of our professional schools, such as business, law, education and engineering, increasingly enter careers that involve nationally important foreign relationships. However, these schools tend to devote little systematic attention to preparing students for work in the international field. Important exceptions are the professional schools actively involved in technical assistance programs abroad. The colleges of agriculture at the land-grant universities, traditionally active in this field, are now strengthening their efforts under the Agency for International Development (AID) contracts awarded to them on the recommendation of the Board for International Food and Agricultural Development (BIFAD) to enable them to increase their ability to help solve the critical agricultural problems of the developing world. The Commission urges all professional schools to strengthen their international programs and specifically to consider the following innovations:

1. Placing increased emphasis, when evaluating applications for admission, on demonstrated fluency in some professionally significant foreign language and on the possession of other appropriate international skills or knowledge.

2. Encouraging increases and improvement in the international and comparative content of their curricula.

3. Encouraging joint and double Master's degrees between area or issue international studies centers, on the one hand, and professional school programs on the other.

In addition, the Commission wishes to emphasize the critical importance of schools of education in raising the general level of international understanding in the United States. The ultimate success of such a venture depends upon the number and quality of teachers trained in international studies.

D. Fellowships in International Studies

Federal support for professional and graduate fellowship programs is essential in order to produce and maintain the supply of international specialists that the country needs. The Commission therefore recommends the following nationally competitive programs, to be administered by the Department of Education:

-- 405 to 465 postdoctoral fellowships (three per national center) at $20,000 per year each. These fellowships, no more than two-thirds of which would be for faculty members of the national centers, would be open to U.S. and foreign citizens and would be tenable in the U.S. or abroad, with appropriate travel and other supplements for those held abroad.

-- 100 one-year professional fellowships for younger faculty members at professional schools to acquire or strengthen their international skills. These fellowships, at $20,000 each, would be tenable at home or abroad.

-- 600 to 680 fellowships for graduate students, mainly pre-doctoral, at national centers, tenable at home or abroad for up to six years at $8,000 annually each. One-third of the fellowships in this category (200 to 230) would be awarded directly by the Department of Education and two-thirds (400 to 450) by the centers from quotas allocated to them (five to six each).

-- 240 to 280 fellowships for regional center graduate students at $8,000 annually each for up to two years, tenable at home or abroad. One-third (80 to 90) to be awarded directly by the Department of Education, two-thirds by the centers from quotas allocated to them (two to three each).

-- 300 graduate fellowships at $8,000 annually each for up to two years, for professional school students to combine their professional degrees with advanced international studies, tenable at home or abroad.

To increase the pool of talent from Blacks and other minority-group members involved in international studies, special attention should be given to including them in these programs. The Graduate and Professional Opportunities Program (GPOP) should be expanded to increase the priority given to international studies and should be allocated an additional $1 million for this purpose.

E. Research under Section 602 of NDEA, Title VI

Many valuable studies have been initiated and financed under Title VI, Section 602 of the National Defense Education Act. The Commission recommends the continuation of this Section and an increase in its funding to $3 million in order to support research on the state of international studies programs, the need for increased or improved instruction in international studies, the means for the improvement of teaching of foreign language and international studies, and the development and production of relevant teaching or reference materials.

F. Institutional International Exchanges

To increase the mutual benefits of our overseas relationships, the Commission recommends that programs at all national and regional centers give serious consideration to establishing regular and continuing exchange relationships at the faculty and student level with institutions abroad in their areas of specialized interest. The International Communication Agency should be asked to assist in developing and carrying out such exchange arrangements and accorded the financial means to do so.

G. Library Assistance

The future of advanced international training and research is threatened by library problems: the steeply, constantly rising cost of books and periodicals, mailing, essential processing services, and space to house acquisitions. Worsened by adverse foreign exchange rates, these problems are complicated further by the urgent need for research libraries to introduce expensive new technologies to make possible the regional and national inter-library cooperation that is now imperative and for which federal assistance is essential.

Given the costs involved, the Commission recommends maintaining and improving our international studies library collections by building upon our existing major research libraries, by adding at the national level an apparatus of bibliographic control, regionalized acquisitions policies and improved access for external users, and by more efficient inter-library loan mechanisms. The Commission recommends that the Library of Congress expand in the near future its National Program for Acquisitions and Cataloguing (NPAC) to include the principal world areas now excluded. The Library of Congress should also establish a National Center for Foreign Areas Bibliography, charged with the compilation, analysis and circulation of information about the production and availability of print, audio and visual materials of scholarly importance throughout the world.

The Commission also recommends annual federal grants of $30,000 to $150,000 a year to each of the national international studies centers to help maintain a library collection in their fields of specialization of the high quality required for advanced research and training. The range of the grants, which would average $50,000 a year, is to reflect the great difference in library costs. The program would be administered by the Department of Education at a cost of $3.75 million to $4.25 million a year.

The Commission believes that the specialized library collections held by the proposed national centers should be made as available as possible to qualified users from other institutions. We therefore recommend the establishment of a program of 500 annual mini-grants of $100 to $500 (averaging $300) to allow qualified faculty members or graduate students from other institutions to visit and use center collections. The program could be administered directly by the centers, or possibly by the national professional associations concerned with the fields of applicants for the grants. The program should be financed and supervised by the Department of Education at a cost of $150,000 annually.

H. National Facilities in the International Studies Field

The Commission recommends a program of continuing federal assistance for the already existing network of some 30 national facilities and programs essential to the quality and well-being of international studies in the United States. Examples are the joint or independent area and international committees of the American Council of Learned Societies (ACLS) and the Social Science Research Council (SSRC) that act as national research monitoring, planning and development agencies for entire fields of international studies; the inter-university programs in Tokyo, Taipei, New Delhi and Cairo that provide the advanced language training for most of our specialists in Japanese, Chinese, Hindi and Arabic; the International Research and Exchanges Board (IREX) that conducts our scholarly exchange relations with the Soviet Union and Eastern Europe; the Universities Service Center in Hong Kong; and the American Institute of Iranian Studies.

These and similar agencies are the only national means we possess of the consulting, planning, developing and administering functions essential to the health and viability of advanced international training and research. Most are on the brink of financial failure. Their loss would be a disaster in both academic and public terms. The Commission recommends federal assistance for them totaling $5 million per year, to be administered by the National Endowment for the Humanities. The appropriations for NEH should be increased accordingly.

I. Advisory Committee on International Education

The Commission recommends the establishment of an Advisory Committee on International Education to serve as a policy body on international education programs administered by the Department of Education. This committee should include representatives of federal agencies concerned with foreign affairs broadly defined, such as the Departments of State, Defense, Commerce and Labor, the International Communication Agency and the like, as well as from the academic, business, labor and media communities. Members of the Advisory Committee would be selected by the agencies concerned and through appropriate arrangements with the private-sector communities involved.

Among the functions of the Advisory Committee should be a periodic review of criteria for allocating Department of Education support to international education programs. Among the factors these reviews should take into consideration are national needs, employment prospects of persons trained in international studies, and the changing priorities of geographic regions worldwide and of disciplinary fields. The Advisory Committee should also assist in determining procedures for allocating federal support, with a view to ensuring quality and priority for high academic standards in federally supported international programs, a matter of increasing concern to some scholars in recent years. The Advisory Committee should be convened at least twice a year, with rotating terms for members in order to assure continuity to the work of the committee.

A broader purpose to be served by the establishment of the Advisory Committee would be to increase the status and influence of the international education programs of the U.S. Department of Education. For primarily organizational reasons the international programs have lacked the status and influence necessary to represent the interests of international education effectively. The proposed Advisory Committee should help ensure that the international programs play a larger role within the new Department of Education and in interdepartmental policymaking. Essential to this is a level of staffing for the programs commensurate with their responsibilities.

J. The Place of International Education in Colleges and Universities

The Commission recommends that American colleges and universities demonstrate and implement their commitment to international studies and programs by centralizing them at a high level in their institutional structure. Such an international studies office would have direct access to the central administration and sufficient staff and resources to have leverage throughout the institution. It is also important that this office be broadly inclusive, so that foreign language and international studies, student and faculty exchanges, and foreign assistance projects and contracts are coordinated and mutually reenforcing rather than separate and competing. Crucial to all this is the leadership that the president of the college or university provides by encouraging and supporting international programs.

III. Recommendations for Advanced Research

The Commission recommends the establishment of a Federal Council on International Research and Training, with members drawn both from the government and from the private sector, to monitor, advise on and help assure sufficient funding, estimated at $20 million a year, for policy relevant international affairs research. Direct administration of this program should be the responsibility of a National Committee on International Research.

The Commission distinguishes two main types of advanced international research. The first, policy relevant research, relates directly and in important degree to the solution of international problems of current or prospective concern to the national interest. The second, basic research, comprises all advanced international research with little or no relevance to discernible governmental or national interests.

That basic research lacks immediate policy relevance does not mean it has no public value. The ultimate source of what we know about all foreign societies and cultures and their interactions has great educational and cultural value in its own right, and is also the foundation of all expertise in more policy relevant subjects.

The Commission recommends, therefore, that more federal assistance for basic research projects, individual or collaborative, be made available through increased access to the existing fellowship and research programs of the National Endowment for the Humanities, the National Science Foundation, the Fulbright-Hays program, and other comparable federal programs.

Since foreign policy issues and problems have become highly complex and interrelated, government needs for external research assistance have grown. Government foreign policy officials are so involved in research on ongoing and very short-term problems that they have no opportunity to engage in deeper investigations into the background context for present and prospective developments. A good deal of such advanced policy relevant research is already carried on by university-based programs. Much more could be if adequate funding were available.

Part of the problem is also structural. Given the complexity of international problems today and the number of federal agencies with an important stake in foreign policy, the funding and oversight of policy relevant international research should be organized on a high level, multi-agency basis. The scale and importance of the private interests involved argue also for including representatives from business, labor and independent foreign affairs research organizations, as well as from the universities.

Accordingly, the Commission recommends the establishment of a Federal Council on International Research and Training. This Council would have six principal functions:

-- to set policies for external government-funded foreign affairs research awards;

-- to assess the status and needs of international training and research in the United States and to improve the effectiveness of federal, academic, and private efforts in this field;

-- to analyze the market for international skills in the United States;

-- to assess the federal government's use of international specialists and of policy research;

-- to improve the effectiveness of the national advanced training and research system in responding to changing world conditions and changing national needs;

-- to urge through direct Congressional appropriations or other means the funds necessary to support federal assistance to external research of a policy relevant nature. The Commission estimates that this would require about $20 million a year.

Such a high level, multi-agency council would not be an appropriate mechanism for administering a complex national research program; there would be too much influence and potential control over policy relevant research, which would be both dangerous to the democratic process and opposed to our pluralist traditions in education and research. The administration of such a program should be entrusted, therefore, to a National Committee on International Research, modelled after the recent National Council for Soviet and East European Research. Such a national committee could be jointly organized and administered by the Social Science Research Council and the American Council of Learned Societies, both of which have long and distinguished records of accomplishment in joint ventures in the international field.

It should be noted that both policy relevant and basic research benefit from collaborative work between American and foreign schools. Our nation gains from the availability of such informal channels of international communication and from the collaborative and unofficial exploration of shared problems or interests. Federal assistance for such collaborative undertakings is thus fully justified.

IV. Government-Academic Relations

The Commission has concluded that the present state of government-academic relations leaves a great deal to be desired, and that both sides have failed to explore adequately the possibilities for improving these relations. The Commission has identified a number of areas where closer and more cooperative relationships should be beneficial to both sides:

-- Outside the educational system, government is the largest single employer of individuals with advanced training in international studies, and hence has an obvious interest in seeing that these individuals are well-trained and well-used. Some government programs could benefit from a greater infusion of international expertise -- for example, our AID programs that need to be better adapted to the cultures and special conditions in the less developed countries. Frequent failures to do this have resulted in serious financial and policy setbacks.

-- Professional level skills in foreign languages and cultures require occasional sharpening, or they become rusty and out of date. It is a common and much neglected complaint among international specialists employed by the U.S. government that little attention is paid to this need. Occasional retraining periods at national centers of international studies could help substantially in this respect, as with the mid-career sabbatical program of the Department of State.

-- There is some evidence that the government does not make a serious effort to learn systematically from its past international experiences. Most agencies are far too busy with urgent current matters to devote much, if any, attention to reviewing recent triumphs or disasters to determine what worked and what did not. This again is a case where academics might be able to help.

Finally, the report prepared by the Rand Corporation for the Commission emphasizes that sudden and urgent national needs for international skills, such as the Korean and Vietnam wars, place great strains on the skills and training capacities of the universities, which constitute the main reservoir of talent upon which the government can draw. Such a reservoir should be maintained at all times.

The Commission recommends that the proposed Federal Council on International Research and Training consider seriously areas of overlapping interest of the sorts outlined above and develop its own proposals for the long-term improvement of government-academic relations.

The Commission recognizes the possibility of mutually and nationally disadvantageous competition for scarce funds among elements of programs recommended above (each of which, of course, must itself involve national competition) -- for example, between the national and regional international studies centers, the undergraduate programs and those for professional schools, area and issue programs, or training and research. The Commission desires to avoid such competition and urges that its recommendations not be put into effect at the cost of existing programs or demonstrated merit, but that new or expanded programs be gradually phased in over several fiscal years as increases in appropriations permit.

CHAPTER IV

Advancing International Research and Teaching Through Academic and Scholarly Exchanges

U.S. interests, as the Commission has stressed throughout this report, are affected swiftly and profoundly by events beyond our borders. The protection of those interests more than ever requires high quality research in academia as well as in government, and an aware and involved citizenry. We must also encourage informed and sympathetic views of America in other lands.

Exchange of persons contributes uniquely to meeting these needs. Indeed, exchanges have a far-reaching impact on every major topic dealt with by the Commission. Yet, despite their manifest importance to the national security, to the vigor of our educational system, and to the international competence of Americans, our participation in these exchanges is declining. The budget for the Fulbright program, for example, has dropped by 55 per cent in constant dollars since 1967.

Fortunately, the issue of strengthening the exchanges is more amenable than any other with which the Commission has had to grapple to direct, effective and modest remedies that are well within the grasp of the federal government, working in conjunction with the states and the private sector. The exchanges problem can be solved almost overnight by limited additional funding. Many of our exchange mechanisms, private and governmental, have been in place for many years and lack only sufficient funds to carry out activities with which the nation already has a great deal of experience. Increased funding, especially if combined with some cost-saving reforms in federally sponsored programs, will yield results proportionately far greater than the modest outlays that are proposed here.

Reciprocal academic and scholarly exchanges assure access for our experts to foreign societies, especially at a time when many governments are seeking to regulate the outflow of scholarly and scientific information. Exchanges also provide new generations of U.S. specialists with opportunities for on-the-ground training and experience, and strengthen the interest and competence of our college and high school teachers and students in foreign languages and international topics. For students, whatever their field of interest, carefully planned experience abroad can have a lifelong impact on values and on concern for and understanding of other cultures.

Non-academic exchanges are equally important. They stimulate communication among key sectors of U.S. society -- business, labor, the professions -- and their overseas counterparts. Like the academic exchanges, they also bring to the United States foreign visitors who return to their homelands with a deepened understanding of American life.

U.S. participation in exchange programs is declining at a time when other nations are expanding their efforts. A new General Accounting Office study has found that, in comparison with both allies and potential adversaries, U.S. investment in this and other aspects of public diplomacy is proportionately the lowest of any country surveyed [4].

Because of shrinking exchange budgets, U.S. experts are already losing valuable opportunities to conduct research in such critical areas as the Soviet bloc, and are unable fully to exploit new openings in China. The picture is no more encouraging when it comes to developing ties with the third world, or maintaining and renewing contracts with our traditional friends and allies. Moreover, a number of critically important U.S. research facilities overseas, such as the

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[4] Comptroller General, Report to the Congress of the United States, The Public Diplomacy of Other Countries: Implications for the United States, July 23, 1979. The countries reviewed are France, Great Britain, Federal Republic of Germany, Japan, Peoples Republic of China, and the Soviet Union.

Universities Service Center in Hong Kong, are in imminent danger of financial collapse.

The Commission recognizes and applauds the fact that the vast majority of U.S. foreign contacts, including of course tourism, are privately and informally arranged -- as befits a free society. We urge that these private initiatives and arrangements be expanded. Within this context the Commission is particularly concerned with that smaller but strategically important sphere of reciprocal contact and cooperation where more formal arrangements are necessary or desirable. The need for such exchanges is growing, as fields such as energy, development, and environmental protection, until recently considered primarily domestic, increasingly demand the involvement of professionals, academics and others with international experience and exposure.

The Commission makes the following specific recommendations:

I. Recommendations Concerning the International Communication Agency

A. The Commission recommends an increase in program appropriations for exchange-of-persons activities of the

Educational and Cultural Affairs Directorate (until 1978 the State Department's Bureau of Educational and Cultural Affairs), including the Fulbright Exchanges, from the level of $42 million in fiscal year 1979 to $60 million beginning immediately, with annual increments of $8 million in 1979 dollars until the $100 million level is attained, at which time the adequacy of funding should be reviewed once more in light of national needs. This new level would permit restoration to previous levels of Fulbright and other exchanges of researchers, students, teachers and lecturers. The proposed additional funds would also permit a badly needed increase in the scope and number of exchanges facilitated by ECA's grant program to private sector organizations. Such private sector groups sponsor a broad range of exchanges for professionals, artists, labor representatives, minorities, young political leaders, teenagers, and other citizens.

The combination of inflation and seriously inadequate appropriations has led to a substantial reduction in the exchange-of-persons programs organized or funded by ECA. Yet USICA is charged with the principal national responsibility for facilitating cultural communications between America and the rest of the world. Because this is such an urgent national need USICA must now be given funding sufficient to enable it to carry out its mission.

B. Within the limits of funding, and initially on an experimental scale only, eligibility under the Fulbright programs should be extended to include exceptional junior - and senior - year undergraduates on a nationally competitive basis.

C. Within the limits of funding, ECA should offer small grants to assist in the development of reciprocal institution-to-institution undergraduate exchanges, with emphasis on regions of the world now less involved in such exchanges. In order to maximize the impact of limited grants they should be in the form of incentive funding to defray the costs of establishing such exchanges, rather than scholarships. Institutions receiving such grants would be expected to make minimal-cost barter arrangements with their overseas partners. The grants should be designed to encourage institutions that otherwise would be unlikely to develop such opportunities for their students.

D. In planning an expansion of exchange activities, ECA should review its coverage of geographical areas currently underrepresented. Special attention should be given to the developing countries, where access by U.S. researchers may need to be improved. ECA should also encourage greater participation in exchanges by students and faculty members in such specialties as business administration, law, and other fields that would benefit particularly from the introduction of international perspectives.

E. USICA/ECA should be given the means to strengthen cultural staffs at U.S. posts overseas in order to improve their capacities to counsel persons applying to study or to conduct research in the U.S., to provide services to student and other exchange programs administered by U.S. non-governmental institutions, and to help with increasingly complex restrictive foreign regulations affecting academic and other contacts.

F. USICA/ECA should move ahead more rapidly to implement its presidential mandate "to coordinate the international information, educational, cultural and exchange programs conducted by the U.S. Government" and to serve as "a governmental focal point for private U.S. international exchange programs."

II. Recommendations Concerning the National Endowment for the Humanities, the National Science Foundation, and the Institute for Scientific and Technological Cooperation

A. The Commission is alarmed by the significant decline in the number of U.S. scientists studying and conducting research abroad, which has come about largely because of an insufficiency of funds. The Commission recommends that the National Science Foundation be provided with sufficient funding to increase access by U.S. scientists to first-rate scientific work being done abroad and to provide more grants to U.S. institutions wishing to bring outstanding foreign scientists as visitors.

B. The National Endowment for the Humanities has in recent years played a modest but very significant role in supporting international exchanges that are related to the Endowment's responsibilities in the humanities and the humanistic elements of the social sciences. The Commission applauds this involvement, and urges that future appropriations to the Endowment for the Humanities, as well as to the Arts Endowment, include separate and sufficient allocations to support the work of American researchers involved in exchanges.

C. The Commission deplores Congress' failure to fund the Institute for Scientific and Technological Cooperation (ISTC), recently established by Congress in order to help strengthen the scientific and technological capacity of developing countries. Assuming its eventual funding, the Commission urges that, as in all U.S. technical assistance programs, the American specialists who participate in the collaborative relationships and exchanges to be developed by ISTC between institutions in the U.S. and the developing and middle income countries be encouraged to acquire or strengthen their knowledge of the languages and cultures of these countries.

III. Recommendations Concerning the Foundations

It is vital that foundations already engaged in supporting international exchange activities renew and to the extent possible enlarge their commitments and leadership, and that foundations not yet involved consider adding these activities to their grant programs. Their support is especially necessary because it can be adapted relatively easily to changing needs and opportunities, and because the combination of private with public funds is one of the most effective guarantees against the politicization of the exchanges.

IV. Recommendations Concerning the States

The Commission urges state governments to accord greater priority to international educational contacts, for example by taking into account the special financial needs of foreign students and by providing funds for exchanges at state supported higher educational institutions.

V. Recommendations Concerning the U.S. Department of Education

A. The Commission recommends that the U.S. Department of Education work in cooperation with USICA in developing the program of grants recommended in the section on K-12, which would permit key elementary and secondary school personnel to travel abroad to confer with their counterparts and to receive them here. The purpose of the contacts would be to stimulate the commitment of such personnel to strengthening language and international studies curricula in the schools.

B. The Department of Education should encourage foreign area centers at colleges and universities funded under NDEA Title VI to develop exchange relationships with counterpart institutions abroad in order to strengthen their teaching and research programs, especially when nationally organized exchange programs such as Fulbright may be inadequate to the Centers' specific needs. Expansion of the Fulbright-funded doctoral dissertation and faculty research abroad programs administered by the Office of Education until now should be an important part of this.

VI. Other Recommendations

A. Higher education institutions should encourage reciprocal programs of study, research, and teaching with institutions abroad; including one-to-one faculty exchanges, as an important means for strengthening international teaching and research on their campuses. Responsibility for international exchanges and contacts should, as recommended in the section on higher education, be assigned to the highest levels of college and university administration.

B. Although the large numbers of foreign students and academic visitors coming to the United States outside organized exchange programs were not of primary concern to the Commission's inquiry, we note that their presence deserves more consistent and thoughtful attention than it now receives. These visitors represent an important opportunity for us, since they frequently rise to influential positions in their own countries. Moreover, although we recognize that the primary purpose of foreign students in the U.S. is to advance their professional goals, while here they could assist in encouraging international perspectives in academic and extracurricular programs on our campuses, as well as in our communities.

CHAPTER V

TOWARD AN INFORMED ELECTORATE: CITIZEN EDUCATION IN INTERNATIONAL AFFAIRS

Current U.S. foreign policy issues need much wider public understanding if the government's positions are to receive broad public scrutiny and support. The urgency of issues confronting the United States increases the need for an educated electorate; we cannot wait for another generation to become educated about these issues. Moreover, the changes urgently needed in current educational systems and policies to strengthen foreign language and international studies -- whether at local, state or national levels -- also require the understanding and support of an informed citizenry.

International educational programs for adults are now carried out by national and community-based professional and voluntary associations, by community and four-year colleges and universities and, to some extent, by the public media. In all cases the programming tends to suffer from many of the same weaknesses: lack of continuity over time, combined with an uneven quality and quantity; failure to identify target audiences clearly and to collaborate with groups that have parallel interests; gaps in knowledge about suitable resources and about techniques of program delivery; weak organization or planning skills; and inadequate funding. Programming expertise and educational impact vary considerably from one part of the country, and even from one part of a state to another.

The following recommendations are based on a recognition of this diversity in both the quantity and quality of international education available to American citizens and are designed to raise the level of both.

I. The Media

The Media -- radio and television, the daily press, and periodicals -- are potentially among the most effective means of informing the public about foreign affairs. Yet these resources remain relatively untapped. To assure a stronger role for the media in the development of an internationally informed citizenry, the Commission recommends the following:

A. The Federal Communications Commission (FCC) should encourage public radio and television stations to devote more time to international topics, especially to cross-cultural educational programming. Public broadcasting and telecommunications systems (National Public Radio (NPR), Public Broadcasting Service (PBS), and Public Satellite

Service Consortium (PSSC)) should be encouraged to increase their programming in international affairs and to develop and maintain audio and video tape libraries on the subject.

B. Local radio and television stations should produce more programs with international content, drawing upon college and university resources (as has already been done in some communities) to portray more fully and accurately the nature and problems of an interdependent world. Local stations should establish community advisory boards for international programming, made up of representatives from the academic community, international affairs organizations, international business and labor, ethnic communities, and other groups with international interests. The advisory boards should encourage local foundations to support media programming in international education.

C. Local cable television operators should be encouraged to establish similar advisory boards. Directors of programming for local cable systems should be encouraged to seek out community resources in their area and develop with them appropriate locally originated and public access programs.

D. As the rapidly advancing technology for home delivery and information services becomes widespread, information systems designers and suppliers should be encouraged to develop services through which interested citizens can receive up-to-date print and audiovisual materials on foreign language and international topics, as well as reference materials.

E. Federal financial assistance for the development of programs and publications to broaden citizen understanding of international issues should be focussed on successful existing efforts, such as the Great Decisions Program of the Foreign Policy Association and the Asia Society's China Council, both assisted by the National Endowment for the Humanities. These successful programs should provide models for expansion into the electronic media in order to benefit a broad-based audience.

F. The printed media -- our newspapers and periodicals -- should better discharge their responsibility for keeping Americans informed on international developments. This means more coverage of foreign news and trends, more correspondents assigned abroad, more editors with foreign expertise, and more editorial commentary on international events. Until such increased emphasis is given across the country to foreign news, it will not be possible to say that the American press is adequately informing its readers.

II. Community Colleges

Our more than 1,000 community colleges, which constitute a widely dispersed network committed to accessibility and community education, and whose students reflect the social, economic, ethnic and occupational diversity of American society, should have a central role in the Commission's charge to "recommend ways to extend the knowledge of other citizens to the broadest population base possible." The enrollment level in noncredit adult and continuing education courses at colleges and universities in 1977-78 was 10.2 million; of this number, 5.2 million were at the community colleges.

The Commission therefore recommends special attention to the community colleges in advancing citizen education through NDEA VI, Section 603 funding and support from other sources. It also urges that the community colleges themselves enlarge their international commitment and engage in the staff development necessary to strengthen their contribution to foreign language and international studies.

III. Foundations and Corporations

The stake of the American business community in international affairs, trade and finance is immense and growing. In spite of this, however -- and even though the citizenry will be the ultimate arbiter of our foreign trade and investment policies -- business support of citizen education on international questions has lagged. Corporate contributions to the entire field of international affairs have been estimated at only a little more than one per cent of all corporate giving [5]. The record of the foundations is not better.

The need for a revitalization of foundation and corporate support for international education in general, and for citizen education in particular, is crucial. Accordingly, the Commission recommends that:

1. A non-governmental clearinghouse for national and community world affairs organizations should be established in Washington, D.C. Its objectives would be to collect information on resources and speakers on international affairs, and to facilitate and encourage contacts between community world affairs leaders and national organizations, professional associations and government agencies. The clearinghouse would serve the needs of information dissemination and liaison among community organizations. It would be privately funded.

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[5] 1978 Annual Report, Giving USA, American Association of Fund-Raising Counsel, Inc.

2. Foundations and corporations should provide sustained core funding for the support services of community organizations involved in international education activities. This would allow such organizations to concentrate more of their efforts on programs, rather than on fund-raising.

3. Foundations and corporations should support the international programming of local public broadcasting stations. These stations frequently lack funds to develop international programs, and even modest contributions could have a multiplier effect.

IV. Federal Government

A. International Communication Agency

The USICA should develop and expand its second mandate, "to assist individual Americans and institutions in learning about other nations." USICA should attempt to do this by building citizen education into its ongoing exchange programs, and by providing financial support to citizen education projects developed and administered by private organizations at national and community levels.

1. The Commission recommends the gradual but substantial expansion of the financial resources for USICA's private sector grant program, aimed at improving citizens' knowledge

of other countries and peoples. By increasing USICA's financial resources specifically for its second mandate, sometimes termed the "American learning experience," the Congress would give to citizen education in international studies the importance and visibility it deserves.

2. USICA should facilitate the flow of foreign-produced information and materials (especially audiovisual) to the United States. It should do this by directing its overseas personnel to identify materials that, if disseminated in the U.S., would enhance public exposure to different national and cultural perspectives. Such an effort by USICA could be part of a larger effort to reverse the dominant one-way flow of information and materials abroad and remedy the essentially monocultural view of the world resulting from present emphases in TV and radio programming in this country.

3. USICA should assist community organizations active in international education by providing materials, speakers and other resources without cost; for example, by sending Foreign Service professionals on home leave to speak at community meetings. Such efforts could be coordinated with the Bureau of Public Affairs of the Department of State.

4. The Congress should direct USICA to report annually on its progress in assisting Americans in learning about the

rest of the world. The Advisory Commission to USICA should monitor agency progress in this regard.

B. Department of Education

The Department of Education should expand its primary focus on the formal education system to include the non-formal and continuing education of adults in international studies. In general, and in addition to the specific recommendations that follow, it should include citizen education and community organizations within its interpretation of current legislation (such as P.L. 480 and the Ethnic Heritage Program) and publicize the availability of such funding to those organizations.

1. The Commission recommends that the priorities for the awarding of grants under the Citizen Education for Cultural Understanding Program (NDEA Title VI, Section 603) to community and professional organizations should continue, and be expanded as funds for the program increase, as recommended in the section of this report dealing with K-12. This expansion should include elementary or secondary school-based programs and should also open the competition more equitably to all organizations qualifying under present legislation (Section 603(c)(i)).

2. Department of Education evaluations should emphasize the importance of the outreach activities of the fed-

erally funded international studies centers that are recommended in the section on higher education. The Department should also encourage the national and regional centers to cooperate with one another and to work with and through the national and community organizations involved in international education, as well as with the media. In such a partnership the Centers would provide their expertise on the substance of international issues and developments, while the national and community organizations and media would provide expertise on audience identification and program delivery.

C. Department of State

The Department of State should expand its Scholar-Diplomat Seminar, Diplomat-in-Residence and Pearson Amendment programs 6/ to include more citizen education and should make them two-way. Local community leaders should become "Citizens in Residence" for short periods in the State Department. More Foreign Service officers should be assigned to work with local world affairs councils and other community organizations. Both the Scholar-Diplomat Seminar

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6/ The Scholar-Diplomat Seminars expose young scholars to the policy-making process in the State Department for week long periods, while the Diplomat-in-Residence and Pearson Amendment programs involve senior diplomats in academic programs or in local government for year long assignments.

and the Diplomat-in-Residence programs have contributed to a better knowledge and understanding of the making of foreign policy by faculty members and students at colleges and universities hosting Foreign Service officers under these programs. Similar opportunities should be opened to the heads of citizen education groups and community leaders in general.

D. Inter-Agency Coordination in Citizen Education

In strengthening and expanding their separate programs to inform Americans about international issues, the various federal agencies concerned should attempt to coordinate their efforts in order to avoid duplication and maximize their effectiveness. While this applies to USICA and to the Departments of Education and State, it is particularly relevant to USICA's programs under its second mandate and to the Department of Education's programs under Section 603, as both have as a priority citizen education at the community level. A possible model for informal information sharing coordination is the Inter-Agency Language Roundtable in which a number of federal agencies concerned with foreign language teaching participate.

E. National Endowment for the Humanities

The Commission notes and commends the significant support given by the National Endowment for the Humanities to citizen programs in international education under its Public Programs Division, and recommends that the gratifying increase in this support in the last few years be further encouraged.

NEH's Public Programs Division in implementing the Congressional authorization "to foster . . . public understanding and appreciation of the humanities" includes in its support programs relating to comparative cultures. The share of Public Programs grants in international education was more than doubled since 1976-77, and in 1979 international education comparative culture grants constituted 43 per cent of total Public Program awards. Among these programs major exhibitions of foreign art and artifacts supported by NEH have been reaching thousands if not millions of Americans.

Recognizing that the public programs supported by NEH depend upon local and personal initiative, the Commission is impressed with their diversity and geographic distribution. It applauds the challenge that the resources and responsiveness of NEH's Public Programs Division present to community organizations to develop well-conceived and imaginative initiatives in their international educational programs. The Commission urges comparable efforts on the part of the state-level foundations of the endowment, in keeping with their more localized mandates to advance the humanities.

V. The Commission to monitor and encourage foreign language and international studies that is recommended in the final section of this report should make periodic progress reports to the American people, reiterating the national need for solutions to key problems, and indicating progress toward these solutions. Media coverage of these reports will serve to keep the issues before the public, as well as to reward creative solutions.

CHAPTER VI

BUSINESS AND LABOR NEEDS ABROAD: TOWARD GREATER EFFECTIVENESS AND SOPHISTICATION

International trade involves one out of every eight of America's manufacturing jobs and one out of every three acres of America's farmland. American investment abroad is around $300 billion, and foreign investment in the U.S. is an estimated $245 billion. The 13 largest American banks now derive almost 50 per cent of their total earnings from overseas credits. Approximately 35,000 American business people live abroad, about 6,000 American companies have overseas operations, and 20,000 concerns export products or services to foreign markets. The estimate that each $1 billion of exported manufactured goods creates at least 30,000 jobs in the U.S. provides yet more evidence of our growing economic interdependence with the rest of the world.

International trade has become more important to our economic well-being than ever before, but our trade performance has deteriorated ominously: America's trade deficit amounted to $28.5 billion in 1978. This deficit, due in part to our costly petroleum imports, must be reduced if we are to protect our currency and safeguard the American economy. Many American companies now expect that more of their growth in the next decade will come from foreign markets than from domestic operations, but serious obstacles stand in the way. While some involve such factors as low rates of productivity growth and domestic inflation, it is the Commission's view that one serious barrier to American business is its lack of foreign language and area expertise.

This lack of expertise applies far more to small and middle-level business concerns than to the few large companies with major operations abroad, which often have impressive resources in these fields. Moreover, as the Rand study for the Commission reported, there is a heavy reliance on foreign nationals for language and area skills, except in such fields as journalism, management consulting, law, and to some extent banking, which involve direct contact with foreign clients.

If the U.S. is to export more and compete more effectively in international trade, it is the many small and middle-level firms that must be involved and therefore assisted in obtaining the international expertise required. But American business people at these levels are often at a disadvantage when functioning internationally. They rarely speak foreign languages and have little experience or cultural skills in negotiating with foreign enterprises or governments.

The AFL-CIO and a number of independent unions have international programs and are active in the work of international organizations, such as the Organization for Economic Cooperation and Development. But there continues to be need for research and training on substantive issues that affect American workers and America's role internationally. Helping to develop American labor in this regard will strengthen the role of the United States abroad.

If there is to be an improvement in the capacity of business and labor in foreign language and international expertise, it seems clear that our higher education institutions should significantly increase their contributions. A 1977 report of the American Council on Education disclosed that surveys had found "that very high percentages of individuals are still becoming presidents of multinational corporations without ever having had any international work experience and that many managers with international responsibilities had no international studies while at the University." The same report found that more than 75 per cent of individuals receiving Doctorates in Business Administration had not taken a single international business course during their graduate studies. And yet, the report went on to say, most American business firms, regardless of their size or type, will be affected by international economic and political developments.

A major deterrent to continuing cooperation between business, the academic community and government in strengthening the international expertise of business is the lack of established lines of communication between them. A report to this Commission has said that there is "simply no one place where America's international studies and American international business interests come together in a long-term, systematic way." There is also typically a lack of contact between schools of business administration and programs of foreign language and area studies -- even on the same campuses. More such contact and cooperation would develop if American business insisted that the business school graduates it hires had a sophisticated appreciation of the international environment. The Rand Corporation study found that business wants but rarely finds this knowledge in new employees.

The labor-studies centers at American colleges and universities are important in providing specialized training to the future leadership of labor and industry, and in-service training to union members and leaders. Even though American labor requires a better understanding of other countries and of the worldwide economic forces that increasingly affect the livelihood of American workers, these programs may neglect international labor issues, and rarely combine labor studies with foreign language and area studies. While the labor movement supports its own international training programs for union leadership, some of which involve the four-year and community colleges and the universities, it should be able to look more to these institutions for such training.

The Commission's specific recommendations in these areas follow:

I. To the Federal Government

A. The Department of Education should encourage international business and labor studies at both the undergraduate and graduate levels as part of the increased Federal support for international studies centers and programs recommended in the section of this report on higher education. Undergraduate programs in business should focus on developing international components for the core business curriculum in accounting, finance, marketing, and business policy. More courses involving labor as a factor in international relations should be developed at the undergraduate level. Graduate programs in business and labor should develop new international programs for the nontraditional mid-career or part-time student.

B. The Departments of Education, Commerce and Labor should establish and fund five to ten regional centers of international business studies and research, to be located in major metropolitan areas with heavy involvements in international studies and business education. The mission of the centers should be to serve as an information clearinghouse and a point where corporate, labor, and university interests in international affairs can come together, and also to stimulate the development of federal and regional policies to aid the promotion of exports.

C. Federally funded international studies centers in business and labor should establish advisory councils that include representatives from these sectors as well as from the colleges and universities where these centers are located, including representatives of foreign language and area studies. Matters on which such councils might assist the centers include course offerings, overseas internship development, and student placement. Department of Education guidelines for internal studies centers should call for the establishment of these advisory councils.

D. The Small Business Administration and the Department of Commerce should support a network of Small Business Export Development Centers throughout the country, modeled on the extension system of the land-grant universities in agriculture. Each center would bring together a range of resources, including the foreign language and international studies expertise of higher education institutions, in order to help small and medium-sized firms to develop export markets.

E. Minority businesses should also be encouraged to expand their involvement in export trade.

II. To the States

Increases in tuition fees for foreign students at state-funded institutions of higher education should be in line with, rather than higher than, those for American students from their region. These foreign students, often hired by American multinational corporations -- especially in countries requiring the employment of local nationals in certain jobs -- provide an indispensable contact in developing commercial and financial links between their countries and the U.S.

III. To American Business and Labor

A. Business firms should give more priority to foreign language and international studies training in recruiting new personnel, and should encourage schools of business administration as well as other professional schools whose graduates enter business to include this training as part of their degree programs.

B. Labor unions should similarly give more priority to foreign language and international studies training in union staffing, and should encourage more international courses in labor relations programs at colleges and universities.

C. Given the enormous value of experience abroad to students planning careers in business and labor, American corporations and labor unions involved internationally should establish internships abroad for such students to help them gain the knowledge of another culture (and increase their foreign language skills) indispensable in their future careers. American business and labor should also be encouraged to offer internships in their U.S. operations to foreign students specializing in business or labor at American colleges and universities.

IV. To Institutions of Higher Education

A. In order to produce graduates with some training in international studies, schools of business administration and other institutions offering programs in business and management should require at least one course in international business for the Bachelor's and Master's degrees (the accreditation requirement of the American Assembly of Collegiate Schools of Business that an international component be part of business school programs is too general to enforce). Business schools that use the case study method should include internationally-oriented cases in their curricula, and build into the cases culturally-oriented issues that are relevant to the decision-making process. As recommended in the higher education section, business schools along with other professional schools should encourage their students to study a foreign language.

B. In order to produce graduates trained in both fields, schools of business administration should develop curricula and programs cooperatively with the national and regional international studies centers recommended above. Labor relations centers should similarly develop more joint programs with international studies centers.

Improvements in Organization: Inside Government and Outside

I. The Federal Government

The subject of foreign language and international studies is the proper preoccupation of many government departments and agencies. But the child of everyone is the child of none.

The Commission believes, therefore, that serious efforts must be undertaken immediately to concert the national effort. Although we do not recommend any major shifts in the specific roles and missions of the departments and agencies currently concerned, there is clearly a need to provide oversight and coordination at the highest feasible levels of authority, particularly as regards federal programs.

A. The White House

The President should designate a major official as the responsible officer to be the point of contact on all matters that involve foreign language and international studies. Ideally, such a person should be a Special Assistant to the President. Alternatively, the Commission recommends the designation of a chairperson or a senior member of the staff of the National Security Council or of the Domestic Policy Council--or possibly a joint appointment. The former has the advantage of the international and the latter of a domestic orientation. In any event the commitment of the individual designated may be more critical than the office of which he/she is a member.

B. The Department of Education

The Commission strongly recommends the appointment of an Assistant Secretary for International Affairs to assume responsibility for the international programs of the Department of Education and specifically the management of Title VI of the National Defense Education Act or its successor. (More specific recommendations for improving the management of the program for area and international studies have appeared in the section on Higher Education). The Commission believes that there must be a more extensive representation of other departmental and general public interests in funding decisions relating to area and subject priorities. Such broadened representation will not only raise the quality of program decisions but will also widen the range of support for Executive and Legislative funding.

C. The International Communication Agency

USICA is too new an agency to be subjected to any major new organizational rearrangement. It will take time to complete the merger of the USIA and State Department Cultural Affairs Division. When a satisfactory cohesion has been accomplished, however, two organizational changes might be considered. The first is an arrangement for closer collaboration with the academic and intellectual world's concern with foreign affairs, in order for USICA to develop a close working relationship with the office in charge of Title VI or successor programs. Both agencies will have an interest in school and community education. We believe it will be wiser to resolve this double interest by liaison and accommodation rather than by consolidation of responsibility in one agency.

D. The States

Recommendations for state administration appear in the sections on K-12 and Foreign Languages.

II. The National Commission on Foreign Language and International Studies

The Commission's recommendations will require substantial follow-through if they are to be adopted and if foreign language and international studies in America are to be strengthened. The organizational arrangements the Commission has suggested for government and the private sector are necessary but not sufficient. There must also be a private agency to monitor this field, report on problems and activities, and encourage efforts by all appropriate parties, both in government and the private sector.

Such an organization might be called The National Commission on Foreign Language and International Studies. There follow some suggestions for the organization of such a Commission, which would, once established, develop its own procedures.

The Commission should be national in scope, with perhaps thirty members drawn from various parts of the country and from interested groupings but not necessarily representative thereof.

There should be a chairperson, perhaps one or two vice chairpersons, a director, a small staff of about half a dozen professionals, the possibility of paid consultants, two to three meetings a year, and a modest office, perhaps in Washington or New York.

A budget can now only be an approximation. Since the Commission is recommending an increase in the federal budget of over $100 million, one percent, or $1 million over a two-year period, might be sufficient to support the proposed Commission. Financing should come from foundations and business corporations.

The President's Commission itself, or members thereof, might take the initiative in forming the National Commission. However, it would be imperative to find an established institutional home to handle legal and financial matters. Several possibilities exist.

Finally, it would be imperative to have an inclusive list of sponsors for such a Commission, to be made up of the various associations and institutions interested in foreign language and international studies. There might be an annual meeting of the sponsors at which time the National Commission could report on progress.

A PROSPECTUS FOR A NATIONAL COMMISSION ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

1. The idea of a National Commission came quite naturally out of the work of the President's Commission on Foreign Language and International Studies. The members of the Commission were and are concerned that its recommendations receive public attention and appropriate action. They realize that appropriate reform cannot be the sole responsibility of the federal government but must involve government at all levels and the independent institutions of the private sector. They also have come to believe that the increasingly dangerous environment combined with a growing dissatisfaction with our education and training for international responsibility makes a major public program very timely.

2. The National Commission could be sponsored by a selected group of institutions from the educational and business world. They could be called "organizing" sponsors and might include institutions like the American Council on Education (ACE), American Council of Learned Societies (ACLS), Social Science Research Council (SSRC), NSF, NEH, AFL-CIO, International Chamber of Commerce, and others. There might also be "supporting" sponsors who would agree to work collaboratively

on Commission initiatives. This could include a far larger number of institutions like the Foreign Policy Association, Council on Foreign Relations, United Nations Association, etc.

3. The National Commission could be a free-standing institution with its own charter or it might seek an established institution for a fiscal umbrella. The argument for the independent institution is its freedom from any one or small group of special interest agencies while the argument for the latter is the avoidance of new charter arrangements and, presumably, reduced administrative expense. Since the National Commission might have a life of only two or three years, the second alternative might be favored.

4. The members of the National Commission could be appointed in several alternate ways: a) by a selected group from the President's Commission, b) by organizing sponsor, c) by the supporting agencies. They might number between 15 and 25 with majority advice suggesting the lower number. They should be drawn from the various areas of interest but should not feel that they must represent those interests. They should serve without pay but with expenses covered.

5. The National Commission should do all those things necessary to increase the public interest in and sup-

port for the improvement of our capability in foreign languages and international understanding, including but not limited to: a) inform the public on progress or the lack thereof, b) act as clearinghouse for interested agencies - both public and private, c) encourage studies on unattended problem areas.

6. The National Commission should have a chairperson, who should be involved in the selection of the other members. He/she should also be directly involved in securing a top-flight director. A small staff of three or four professionals and appropriate secretarial and clerical help would be needed.

7. A specific budget is almost impossible to define this far in advance, but experience in other efforts of this magnitude suggests that $1 million for a two- or three-year effort may be needed. This would provide for the staff suggested, a semi-annual meeting of the Commission, office rent and expenses.

8. Wherever possible the Commission should rely on volunteer assistance, cooperation from existing agencies, and contributions of time and money for special projects. Its style should be that of a catalyst, energizer, encourager, public educator, and public conscience.

Glossary

AID - Agency for International Development

ACE - American Council on Education

ACLS - American Council of Learned Societies

AFL-CIO - American Federation of Labor/Congress of Industrial Organizations

BIFAD - Board for International Food and Agricultural Development

CFR - Council on Foreign Relations

DLI - Defense Language Institute

ECA - Educational and Cultural Affairs Directorate of USICA

ESEA - Elementary and Secondary Education Act

FCC - Federal Communications Commission

FLES - Foreign Language in the Elementary Schools

FPA - Foreign Policy Association

FUND - Fund for the Improvement of Postsecondary Education

HEA - Higher Education Act

IREX - International Research and Exchanges Board

ISP - International Studies Program

ISTC - Institute for Scientific and Technological Cooperation

K-12 - Kindergarten through Twelfth Grade

NASDTEC - National Association of State Directors of Teacher Education and Certification

NCATE - National Council for Accreditation of Teacher Education

NDEA - National Defense Education Act

NEH - National Endowment for the Humanities

NIE - National Institute of Education

NPAC - National Program for Acquisitions and Cataloguing

NPR - National Public Radio

NRC - National Resource Center

NSF - National Science Foundation

OPEC - Organization of Petroleum Exporting Countries

PBS - Public Broadcasting System

PL 480 - Public Law 480

PSSC - Public Satellite Service Consortium

PTA - Parent-Teacher Association

SEA - State Educational Agency

SSRC - Social Science Research Council

USICA - United States International Communication Agency

BUDGET IMPLICATIONS
PRESIDENT'S COMMISSION ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES[1/]

	FY 79 Funding (millions)	FY 81 Funding Recommended (millions)	Increase (millions)
I. FOREIGN LANGUAGE			
1) 15-20 Regional Centers	--	8.0	8.0
2) 25-30 Summer Institutes Abroad	--	4.25	4.25
3) Incentive Funding (all levels)	--	51.0	51.0
4) 20 International High Schools (long-term goal - 60)	--	3.2	3.2
5) National Assessment Program	--	0.45	0.45
SUBTOTALS, Foreign Language (rounded)	--	67.0	67.0
II. ELEMENTARY/SECONDARY INTERNATIONAL EDUCATION			
1) 4-6 Model State Programs	--	3.0	3.0
2) State Specialists	--	10.0	10.0
3) Teacher Development Programs (also for Citizen Education, Section V)	2.0	5.0 (to reach 25.0 by 1985)	3.0
4) International School Exchanges (Group Projects Abroad Program)	1.5	3.0	1.5
SUBTOTALS, Elementary/Secondary (rounded)	3.5	21.0	17.5

1/ This table lists only those items for which the Commission has proposed specific federal funding amounts. Recommendations for state and private sector funding are included in body of report.

BUDGET IMPLICATIONS (continued)

	FY 79 Funding (millions)	FY 81 Funding Recommended (millions)	Increase (millions)
III. **HIGHER EDUCATION**			
A. **Centers** (NDEA Title VI)			
1) 200 Undergraduate International Studies Programs	.98	8.0	7.02
2) 65-85 National Centers (Advanced Training/ Research)	8.0	18.75	20.5
3) 60-70 Regional Centers (Graduate Area/International Studies)		9.75	
B. **Graduate Fellowships** (NDEA Title VI)			
4) 600-680 Fellowships (National Centers Students)	4.5	5.1	5.0
5) 240-280 Fellowships (State/Regional Centers Students)		2.0	
6) Fellowships (Professional School Students)		2.4	
C. **Faculty/Postdoctoral Fellowships** (NDEA Title VI)			
7) 405-465 Post-Doctoral Fellowships	--	8.7	8.7
8) 100 Fellowships (Professional School Faculty)	--	2.0	2.0
D. **Other**			
9) Graduate & Professional Opportunities Program	8.0	9.0	1.0
10) Research (NDEA Title VI,602)	0.97	3.0	2.03

BUDGET IMPLICATIONS (continued)

	FY 79 Funding (millions)	FY 81 Funding Recommended (millions)	Increase (millions)
III. **HIGHER EDUCATION** (cont.)			
11) National Center Libraries	--	3.5	3.5
12) National Facilities/ Programs[2]	--	5.0	5.0
13) Federal Council (International Research/ Training)	--	20.0	20.0
SUBTOTALS, HIGHER EDUCATION (rounded)	22.0	97.0	75.0
IV. **INTERNATIONAL EDUCATIONAL EXCHANGES**			
1) USICA/ECA Exchange Programs	42.0	60.0 (to reach 100.0 by 1985)	18.0
SUBTOTALS, EXCHANGES (rounded)	42.0	60.0	18.0
V. **CITIZEN EDUCATION**			
1) NDEA VI 603 (See Section II)	--	--	--
SUBTOTALS, CITIZEN EDUCATION	--	--	--
GRAND TOTALS	67.0	245.0	178.0

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[2] These facilities and programs are currently funded from a variety of public and private sources.

EXECUTIVE ORDER

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PRESIDENT'S COMMISSION ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

By virtue of the authority vested in me as President by the Constitution and status of the United States of America, and in accordance with the provisions of the Federal Advisory Committee Act (5 U.S.C. App. I), it is hereby ordered as follows:

Section 1. Establishment. (a) There is hereby established the President's Commission on Foreign Language and International Studies, hereinafter referred to as the Commission.

(b) The Commission shall consist of not more than twenty-five members to be appointed by the President, one of whom shall be designated by the President to chair the Commission.

Section 2. Functions. (a) The Commission shall conduct such public hearings, inquiries, and studies as may be necessary to make recommendations to the President and the Secretary of Health, Education, and Welfare in accordance with the objectives of the Commission outlined in subsection (b) of this Section.

(b) The objectives of the Commission shall be to:

(1) Recommend means for directing public attention to the importance of foreign language and international studies for the improvement of communications and understanding with other nations in an increasingly interdependent world;

(2) Assess the need in the United States for foreign language and area specialists, ways in which foreign language and international studies contribute to meeting these needs, and the job market for individuals with these skills.

(3) Recommend what foreign language area studies programs are appropriate at all academic levels and recommend desirable levels and kinds of support for each that should be provided by the public and private sectors.

(4) Review existing legislative authorities and make recommendations for changes needed to carry out most effectively the Commission's recommendations.

Section 3. Administration. (a) To the extent authorized by law:

(1) All necessary expenses incurred in connection with the work of the Commission shall be paid from funds available to the Department of Health, Education, and Welfare. The secretary of Health, Education and Welfare may provide, or otherwise obtain, appropriate professional, technical, clerical and administrative personnel as may be necessary to enable the Commission to perform its functions.

(3) Executive agencies shall assist or otherwise cooperate with the Commission in the performance of its functions.

(4) Each member of the Commission who is not otherwise employed in the Government may receive compensation at the rate of $100.00 per day for each day such member is engaged in the work of the Commission, and may also receive travel expenses, including per diem in lieu of subsistence (5 U.S.C. 5702 and 5703).

(b) Notwithstanding the provisions of any other Executive order, the functions of the President under the Federal Advisory Committee Act (5 U.S.C. App. I), except that of reporting annually to the Congress, which are applicable to the Commission, shall be performed by the Secretary of Health, Education and Welfare in accordance with guidelines and procedures prescribed by the Administrator of General Services.

Section 4. Termination and Final Report. The Commission shall submit its final report to the President not later than six months after its first meeting and shall terminate thirty days thereafter.

JIMMY CARTER
President of the United States

THE WHITE HOUSE,
April 21, 1978.

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COMMISSION MEETINGS

October 26-27, 1978------------------------Washington, D.C.

January 11-12, 1979------------------------New York, NY

May 5, 1979--------------------------------Boston, MA

June 7-8, 1979-----------------------------Washington, D.C.

September 6-7, 1979------------------------Washington, D.C.

COMMISSION HEARINGS

December 12, 1978-------------------------Chicago, IL

February 23, 1979-------------------------San Francisco, CA

February 24, 1979-------------------------Monterey, CA

March 7, 1979-----------------------------Houston, TX

April 12-13, 1979-------------------------Raleigh, NC

May 4, 1979-------------------------------Boston, MA

August 8-10, 1979-------------------------Honolulu, HI

Commission Staff

Barbara B. Burn, Executive Director
Nan P. Bell, Staff Director
George M. Vaught, Foreign Language Liaison

Consultants and Projects

1. David Benseler, Professor, Ohio State University: The Current State of College and University Language Instructions.

2. Fulbright Alumni Association: Survey of the Contributions of Fulbright Grantees' Experience Abroad in Terms of Professional, Personal, Foreign Language and Other Activities and Achievements.

3. James E. Harf, Visiting Professor of Political Science, Duke University: International Studies in Undergraduate Higher Education.

4. John Hawkins, Professor, Graduate School of Education, University of California, Los Angeles: The Interrelationship of Ethnic and International Studies.

5. Rose L. Hayden, Deputy Director of Latin America, Peace Corps: The Peace Corps Experience-Foreign Language and Cross Cultural Studies.

6. Marianne Inman, University of Texas, Austin: Foreign Languages and the U.S. Multinational Corporation.

7. Leslie W. Koepplin, Assistant to the Vice Chancellor, Institutional Relations, University of California, Los Angeles/Samuel Hayden, Council of the Americas, Washington, D.C.: International Business, Foreign Languages and International Studies: Analysis of Relationships and Recommendations.

8. Louise J. Hubbard, Professor of Foreign Languages, University of the District of Columbia: The Minority Student in the Foreign Language Field.

9. Modern Language Association: Survey on State Laws and Regulations Concerning Language Study.

10. Roger Paget, Consultant to the Commission on Advanced Training and Research: International/Area Studies Research at the Graduate Level.

11. Robert Pomeroy, Inter-American Development Bank: The Placement of Historians in Private Sector Employment.

12. Rand Corporation, Santa Monica:
The Supply and Demand for International/Area Studies Advanced Training and Research.

13. James R. Ruchti, Foreign Service Officer, U.S. Department of State:
The US Government Requirements for Foreign Languages and The US Government Employment of Foreign Area and International Studies Specialists.

14. Otto Schaler, Agency for International Development:
Availability of PL 480 Funds for International Educational and Cultural Programs.

15. Ann I. Schneider, Program Specialist, Center Section, International Exchange Branch, Division of International Education, U.S. Office of Education:
NDEA Centers: How They Use Their Federal Money.

16. Elizabeth Spiro, Consultant to the Commission on Citizen Education:
Citizen Education and World Affairs: Trends and Problems.

17. S. Frederick Starr, Secretary, Kennan Institute for Advanced Russian Studies, Wilson Center, Smithsonian Institution:
Foreign Languages.

18. Geralene Sutton, Supervisor, History and Social Science Service, Virginia Department of Education 1968-78:
International Studies in the Elementary and Secondary Schools.

19. University of Michigan Survey Research Center:
Survey of Americans' Attitudes Towards Foreign Language Learning.

20. Helen Warriner, State Superintendent of Foreign Languages, Virginia:
Current Methods of Foreign Language Instruction and their Foundation in Linguistic and Psychological Theory.

Other Studies Prepared in part at the Request of the Commission

21. William E. Carter, Chief, Hispanic Division, Library of Congress:
International Studies and Research Library Needs.

22. Melvin J. Fox, Ford Foundation Consultant:
Indiana and Washington Foreign Language Programs, 1962-72: An Assessment.

23. Esther Lipshy, Interagency Paper: High Schools for Foreign Language and International Studies.

24. Charles B. Neff, Associate Vice Chancellor for International Programs, State University of New York: The Role of the States in International Education.

25. Protase E. Woodford, Educational Testing Service: Foreign Language Testing: Background.

MILLICENT FENWICK
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October 11, 1979

DISSENTING VIEWS

The report of the President's Commission on Foreign Language and International Studies has gone beyond its charge in the President's Executive Order of April, 1978. "Foreign language and international studies for the improvement of communication and understanding ...", "...the need in the U.S. for foreign language area specialists, ... meeting these needs, ... the job market for individuals with these skills ...", " ... what foreign language area studies programs are appropriate at all academic levels and kinds of support"--these were the prescribed objectives of the Commission.

In other words, foreign language and international studies should be the point of the whole exercise. But the Commission recommendations in section after section, omit any mention of "foreign language." In Section II, Page 6, no language is required in the "Training and Certification of teachers"; in Section II, Page 9, in "Curriculum Development", no language is mentioned; in Section V, Page 7, the"primary focus of the Department of Education" is given as international studies, with no mention of language and none is recommended in Section V, Page 9 for NEH. Of the 60-70 Regional Centers recommended, only 20 will be primarily for language study.

More importantly, perhaps, the scope of the Commission's recommendations is widened to include travel and study grants for graduate students and for teachers who may have nothing to do with either of the Executive Order's objectives. In the

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section on exchange programs this can be found: "Exchanges should, of course, include language teachers, in order to enable them to retain and strengthen their proficiency in the foreign language they teach in the U.S. It is also important, however, that exchanges include teachers in all subjects."

Finally, my two original caveats still stand: I still believe that the importance of language and international studies requirements in colleges and universities is insufficiently stressed, although it is mentioned on Page 1 of Highlights. Every teacher and superintendent with whom I have discussed these subjects have told me that it is useless to try to encourage them at the primary and secondary level unless post-high school institutions demand them as an entrance requirement. And yet we find (Section I, Page 1) that the report suggests them as being required "either for college entrance or for graduation"--why? Why not for both?

My second caveat remains, also. I am entirely opposed to the broadside per capita grants. There is no mention of standards or achievement and the cost could be enormous eventually--and, if adopted, undoubtedly will be.

To sum up, the report goes beyond its stated objectives, neglects language studies, and opens the door to heavy Federal expenditures. In what has been described as "these times of austerity" it seems a little anachronistic.

MILLICENT FENWICK, M.C.

Copy to all members of the Commission.

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